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ABSTRACT

During a pilot project on the state role in facilitating adult learning, six states were asked (1) to establish and maintain a participatory planning mechanism for gathering information and building consensus among the public and private agencies and institutions within their states and (2) to use that mechanism in formulating policy recommendations on key aspects of the adult learning scene. This report, one in a series of publications developed under the project, describes the experiences of the project's six pilot states in clarifying the roles that states can play in planning for the provision of adult learning. For each of the six states (California, Colorado, Illinois, Kansas, New York, and Ohio), demographic and background data found, results and products created, and publications written are discussed. A summary of the results of each of the six projects is included. (KC)

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Education Commission of the States

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ENHANCING THE STATE ROLE IN LIFELONG LEARNING

Case Studies of the Six Pilot States

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LIFELONG LEARNING PROJECT
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PREFACE

The phrase "lifelong learning" expresses an ideal in which Americans of all ages, throughout their lifetimes, would be able to move easily in and out of learning opportunities that help them acquire the knowledge and develop the coping skills so essential to independent living in our complex, highly technological society. Each year, millions of adults pursue this goal by enrolling as full- or part-time students on college or vocational school campuses, attending seminars and workshops at various sites within their communities, participating in training programs at their places of employment, taking television courses, engaging in independent reading and study projects, and signing up for correspondence courses.

In recognition of the fact that the states have the constitutional responsibility for the planning and delivery of education services for citizens of all ages, the W. K. Kellogg Foundation awarded a three-year grant to the Education Commission of the States (ECS) in the fall of 1979 to facilitate planning and policy development activities in this area. That grant supported the operations of the ECS Lifelong Learning Project, which began on March 1, 1980, and which worked with state education leaders in California, Colorado, Illinois, Kansas, New York, and Ohio as they planned for the extension of adult learning services within their boundaries.

Under the project, these six states were asked to (1) establish and maintain a participatory planning mechanism for gathering information and building consensus among the public and private agencies and institutions within their states, and (2) utilize that mechanism in formulating policy recommendations on key aspects of the adult learning scene. Within each of these states, the statewide coordinating and planning agency for higher education was the catalyst for these planning and policy development initiatives.

Twenty-seven other "associate" states were also closely identified with the project, and their involvement contributed a great deal to the ultimate success of the project. Pilot and associate state liaisons freely exchanged information and experiences in key areas of adult learning planning over the three-year period, thus raising the average ability of the entire network of 33 states to respond to adult learning trends and needs.

This report is one of a series of publications developed under the project. It reports the experiences of the project's six pilot states in clarifying the roles that states can play in planning for the provision of adult learning services.

The success of the ECS Lifelong Learning Project can be measured by the extent to which it has resulted both in an increased recognition of the importance of adult learning within each of these six states and by the extent to which education policy makers in other states gain insights in the implications of key policy alternatives as a result of these six states' experiences. To the extent that planning efforts in these states have flourished despite the economic stresses and uncertainties of recent years, they provide us with excellent examples of how all states can make a commitment to adult learning and do much to promote it, regardless of these pressures.

The Education Commission of the States wishes to thank the authors of these case studies for their effort in sharing their experiences with a wider audience than their colleagues in the project. ECS also thanks the California Postsecondary Education Commission which, through its project director for the Lifelong Learning Project, Janis Cox Coffey, allowed ECS to use some of California's funds from the third year of the project to underwrite publication of the case studies, and permitted three staff members of the Postsecondary Education Commission--JB Hefferlin, Donnel M. Jenkins, and Kimberly Milardovich--to edit and process the cases.

William J. Hilton, Director
ECS Lifelong Learning Project

THE CALIFORNIA CASE

Janis Cox Coffey

THE ENVIRONMENT FOR STATE-LEVEL PLANNING

Lifelong learning and education in California, as in other states, operates within the economic, political, and social environment of the state and responds to alterations in that environment. Various forces--both those internal to the educational system itself and those external to the system and largely beyond its control--are at work in the environment and are shaping the future with which education must cope.

Among internal factors influencing lifelong education in California are increased faculty and staff compensation, increased plant and maintenance costs, increased accountability requirements and costs of compliance with state and federal mandates, and reduction or reallocation of resources. The external factors can be divided into three not necessarily exclusive categories: demographic, economic, and socio-political.

Demographic Trends

Perhaps the most clearly documented factors are the demographic ones. They include such predictable indicators as the actual and projected size of California's population, the changing age mix of the population, and its increasing ethnicity. California's population is expected to continue to increase from its 23.6 million total in 1980, but it is the composition of the population--the mix of age and ethnic groups--that will have the greatest effect on the education of California adults:

- Now that the young people who were born as part of the post-World War II baby boom are moving through their twenties, the college-age population of 18- to 24-year olds will decline from its peak of 2.9 million in 1982 to a low of about 2.45 million in 1992.

- The young adult population between 25 and 34 years of age will continue to grow until it will be nearly double the size of the 18- to 24-year-old population in the early 1990s.

- The population of adults over 65 will within 10 years outnumber the 18- to 24-year-old group--a situation that has not existed since 1961 (California Postsecondary Education Commission, 1981b, p. 9).

This changing age mix of adults will affect California's education system in at least two ways. First, the decline in the 18- to 24-year-old population, which makes up the majority of full-time college students, may lead to a decline in full-time equivalent enrollments, despite the likely increase in enrollment of older adults as part-time students. This shift from full-time to part-time enrollments will complicate the financial problems of the

state's institutions of higher education because California's budgetary formulas distribute state funds to public institutions based on their enrollment of full-time students. Second, older students more often than young students enroll in non-degree and non-credit programs, which are receiving fewer and fewer state funds. The extent to which current academic and vocational programs--as well as funding patterns--can change to accommodate this age shift remains to be seen.

Even more problematic for trends in lifelong learning than the growth and changing age mix of California's population is the increasing proportion of ethnic minorities within this population. This increase, already clearly evident in the state's larger cities, is expected to make California the first majority ethnic minority state by the 1990s. Most minority groups have not participated in postsecondary education in proportion to their numbers in the population, and with the continuing influx of such groups as Hispanic and Asian immigrants who speak little or no English, enrollments in traditional postsecondary education institutions may decline at a faster rate than previously expected. The challenge for California's educational system will be to provide programs at all levels that can successfully integrate such groups into the system at a time when state resources are being strained to the limit.

Economic Factors

Economic factors affecting lifelong learning opportunities in California include statutory limits on government spending; continuing inflation; rising costs for personnel, plant maintenance, equipment, and energy; and uncertain job opportunities for graduates; but the most critical is the decline in state revenues. For many years, California enjoyed a healthy economy and a continuing state budgetary surplus. Since the passage of Proposition 13 in 1978, however, its $6 billion state surplus has been exhausted, and fiscal retrenchment is apparent in virtually every program supported with state dollars. Over the past two fiscal years, the state's expenditures dropped by almost 14 percent in terms of real dollars adjusted for inflation. This past year, for the first time since World War II, the state's 1982-83 budget reduced state General Fund expenditures below the amounts authorized for the prior year. It eliminated all cost-of-living adjustments for state employee salaries (including faculty salaries) and for assistance to local governments, reduced the Medi-Cal program, and cut the administration and travel budgets of most agencies.

In 1982-83, all three segments of public postsecondary education in California--the University of California, the California State University, and the California Community Colleges--received budget cuts in various areas, but the Legislature particularly singled out the Community Colleges, which received no funds for general enrollment growth, no cost-of-living increases for student affirmative action and handicapped student programs, and an overall reduction of $30 million in general apportionments, to be achieved through deleting state funding of avocational and recreational courses. While overall the three public segments fared better than many state-supported operations, they did so partly through increases in student fees which offset some of the reductions. In a state that has had a policy of no tuition and low fees for all state residents enrolled in public education

(with tuition defined as support for instruction and instructionally related services), these increased fees brought the systems very close to tuition. Although avoided for this year, tuition may well be necessary in the years ahead, according to the California Postsecondary Education Commission, in order to preserve the state's dual goals for postsecondary education of access and quality.

Socio-Political Factors

These factors include variable political support for postsecondary education, increased legislative involvement and demands for increased accountability in education, desires for social justice and expanded access, concerns about the maintenance of program quality and academic standards, competition from other state priorities for public funds, enrollment-driven funding formulas, and compliance costs of state and federal mandates. In addition, social factors such as the poor preparation of entering students, the concomitant demands for remediation, and pressures for increased centralization of authority and management in face of demands for institutional autonomy all affect the present as well as the future of postsecondary education in California.

OPPORTUNITIES FOR ADULT LEARNERS IN CALIFORNIA'S EDUCATIONAL SYSTEM

Historically, California has provided a breadth and scope of educational opportunities for adults that surpass those in any other state. Data gathered in 1981 as part of the ECS/California Lifelong Learning Project indicate that the annual participation rate of adults in organized learning activities in California may be as high as 42 percent, and some would argue that the rate may actually be higher. One primary reason for this is California's tradition of low-cost publicly supported higher education for all persons from adult basic education through graduate and professional levels.

The nine campuses of the University of California, governed by a Board of Regents, provide education through the doctoral and professional degree levels and served almost 139,000 students in 1981-82. The 19 campuses of the State University, under its Board of Trustees, provide education through the master's degree level and served over 319,000 students in 1981-82. Both the University and State University have well developed programs of continuing or extended education in addition to their regular degree programs, and serve both full- and part-time adult students on all their campuses.

The 107 Community Colleges and their many outreach centers are governed by 70 different district boards of trustees, and serve virtually every part of the state and over 1.25 million students annually. The Community Colleges provide a broad variety of courses--from the more traditional degree- and transfer-oriented courses, and those with vocational/technical objectives, to others of a recreational, avocational, self-development, or community service nature. Many of the recreational and avocational courses were previously offered at state expense, but this year's budget crisis has limited state funds for such courses.

In addition to adult education services offered by the Community Colleges (including Adult Basic Education, GED or high school diploma programs, English as a second language, and citizenship training programs), the public school system, under the state Board of Education, provides an extensive network of adult education courses and programs throughout the state. More than 200 school districts run Adult Schools, and 39 counties offer Regional Occupational Programs to provide continuing education and technical skills for their residents. Over 2,000 proprietary schools offer certificate programs ranging from flight instruction to cosmetology. Moreover, some 368 independent colleges and universities serve almost 200,000 students. Although no comparable measures exist for instruction by noneducational institutions, recent surveys reveal much inservice training by business and government.

Clearly, with the vast array of programs and services available to adults, the question facing California is how to maintain its diversity of educational opportunities in a period of fiscal constraint and programmatic retrenchment.

COORDINATION OF LIFELONG LEARNING

In 1979, California expressed interest in becoming a pilot state in the ECS Lifelong Learning Project through the California Postsecondary Education Commission, the state agency charged with coordinating and planning for all of postsecondary education within California. The Commission was the logical location for this statewide effort for several reasons: It has the legislative mandate to plan for and coordinate postsecondary education. In addition to its nine public members, it has six members who represent the various segments of California education, including the elementary and secondary schools and the independent and private colleges and universities. Moreover, its staff includes people with expertise in lifelong learning, part-time students, telecommunications, Community College education, student persistence and retention, off-campus education, educational planning, and federal programs. In the spring of 1980, after California was chosen as a pilot state, the Commission director appointed the project director, who named a staff task force on lifelong learning with members knowledgeable about all these topics.

The original ECS fact sheet describing the ECS project stated that its primary purpose was to "facilitate state-level efforts to define and implement policies which favor the extension of adult learning services." However, the Commission and its staff soon concluded that

> the need in California may lie not in providing more lifelong learning services, but in learning how to better coordinate the wide variety of services currently available. Once coordination and planning is improved, any existing gaps in the provision of services can be determined and appropriate steps taken to meet the needs. Our primary goal in California, then, for the first year of the ECS project, will be to explore ways in which the efforts of the wide array of providers of lifelong or continuing educational services might be integrated, and to clarify the issues surrounding the provision of lifelong learning opportunities in this state.

The Commission's specific objectives for the first year included the following:

- To identify and bring together all appropriate organizations, agencies (both state and federal), and groups involved in adult, continuing education, and lifelong learning in California.

- To broaden current inventories of resources available for lifelong learning in California.

- To analyze the sources of funding (state, federal, and other) and the financial implications of extending lifelong learning opportunities, given the fiscal uncertainties and budgetary constraints in California.

- To work with individuals and agencies responsible for the planning and implementation of educational information centers that provide information on lifelong learning activities to citizens (Title IV), and to work with those agencies and individuals involved in the community service and continuing education programs sponsored by the federal government under Title I-A.

In addition to these formal objectives and activities of the first year of the project, the Commission staff began to watch actions of the legislative budget committees for possible negative effects on part-time, low-income, and older adult students and to expand awareness of the importance of meeting the needs of this "new clientele," which in California constitutes the majority of students in public postsecondary education. While not directly part of the Lifelong Learning Project, these activities--including Commission staff reports and discussion with legislative staff of such issues as tuition, financial aid for part-time students, and the effects of moving previously state-supported programs to self-support--were to prove an important outcome of the project during its second and third years.

GOAL SETTING AND CONSENSUS BUILDING DURING THE FIRST YEAR

In the project's first year, the main policy issue concerned improving the coordination of the various providers of adult learning services in California and coordinating their efforts with those individuals and agencies responsible for the information centers that provided information on lifelong learning activities to California citizens through federal Title IV projects. In seeking to improve people's awareness of where those programs were and how they might become involved in them, the Commission decided that a statewide planning conference, involving representatives from all these groups, would be the best approach.

Statewide Conference

Given the limited funding available from ECS and in order to have persons come from all over the state and from as many organizations as possible, the

Commission combined the project conference with the annual statewide Title IV conference on educational information services. Invitees included business, industry, labor union, and consumer representatives and local information program directors, plus the state coordinator of federal Title I-A and Title IV and staff from the following agencies and organizations:

- All segments of California education, including public and private colleges and universities, the public school system, vocational-technical schools, and proprietary institutions
- California Employment Development Department
- California Occupational Information Services System
- California Department of Developmental Services
- California Department of Rehabilitation
- California Department of Aging
- California Department of Veterans Affairs and U.S. Veterans Administration
- Comprehensive Education and Training Act (CETA)
- Public libraries

All participants were sent A Report on Educational Information Services in California (Brookdale Associates, 1980), which identified (1) well-served versus underserved groups throughout the state in terms of educational and occupational information, (2) gaps in this information, (3) duplication of function among the many providers of information, (4) needed evaluation and oversight, and (5) the difficulty of providing more accurate, up-to-date, and comparable information about educational opportunities with currently available resources.

The conference was held at the Hotel El Rancho in Sacramento on November 6-7, 1980. A special group of participants, chosen for their interest in lifelong learning and their ability to influence segmental or agency policies, were invited to an introductory reception where they learned from William Hilton and Linda Bing of ECS about the national project and from Janis Cox Coffey, the California project director, about the state project's focus. A number of these participants subsequently became members of the California statewide advisory committee for the project.

The conference was designed as a highly interactive experience which would generate specific recommendations, and its work groups generated 180 suggestions for improving educational information services in California, covering priority audience groups; staff training and development; financing; oversight; evaluation; computerized, regional, local, and statewide delivery systems; definition of roles of providers; coordination and linkages; and elimination of duplication. (A summary of these suggestions is available from the Commission on request.)

Beyond these suggestions for improving the quality and delivery of educational information in California, the conference participants identified gaps in the provision of services to specific populations in California, including rural residents and portions of the Spanish-speaking population in both rural and urban areas of California. Few participants, however, had recent concrete information about the lack of services for these groups. No statewide assessment of adult participation in learning activities had been done since the 1974 "Postsecondary Alternatives" study by Educational Testing Service, and this lack of current information prompted the project staff to consider the possibility of doing such an assessment.

Statewide Advisory Committee

The conference participants who were invited to become members of the statewide advisory committee for the project were chosen from a diversity of backgrounds and affiliations and for their ability to influence policy makers at both the institutional and state levels. They included deans of extension and continuing education programs, the president of a private university, the director of adult education in the California public schools, the director of a private educational research firm, the director of an educational council covering all of Northeastern California, the director of a program for adult reentry students, and representatives of the community colleges, the Public Broadcasting Commission, the Student Aid Commission, the Council for the Advancement of Experiential Learning, the California Department of Developmental Services, and student organizations.

The role of the advisory committee was to assist the project staff in (1) determining the appropriate objectives of the second and third years of the project; (2) analyzing the outcomes of the statewide conference and suggesting next steps; and (3) discussing the results of the statewide adult participation survey and the issues identified in the research and policy paper. The members of the advisory committee assisted in each of these areas; although given their different backgrounds and interests, they found themselves in some disagreement as to the specific objectives of the final years of the project and the role they should play during these years. In working with them and other conference participants, Commission staff began to sense that providers of adult learning services could generally be classified into two major categories. One includes all those providing services to adults who already have reasonably good educational backgrounds and adequate incomes, who currently comprise the majority of "lifelong learners," and who seek continuing professional education, advanced degrees, work-related programs or recreational or avocational courses predominantly on a part-time basis and often at their own expense. The other category of providers encompasses those most often working for federal or state-supported organizations, agencies, or institutions whose services are aimed at lower income, less well-educated, and--in California--often non-English-speaking adults. The services they provide include adult basic education, high school completion, English as a second language, citizenship preparation, and basic vocational-technical training.

These two major categories of providers have very different interests and concerns, which present difficulties to planners trying to work with both groups as a single unit. States that have a more limited focus than Cali-

fornia for lifelong learning--such as adult training for employment rather than planning and coordinating a wide range of avocational as well as career-oriented learning services--may be able to reach greater consensus on issues and priorities through such a conference and advisory committee than did California.

ASSESSING PARTICIATION AND NEEDS IN THE SECOND YEAR

As a result of the statewide conference, the project staff decided to undertake a survey and analysis of adult participation in various types of learning activities in California and the cost of participation. Although the survey sought information about participants' future educational plans, it was basically a survey of actual participation (i.e., "What did you participate in or pay for last year?") rather than a needs assessment (i.e., "What would you like to take?"), because the research literature indicates that needs assessments tend to inflate actual participation figures.

The staff developed a model survey instrument using questions from recent Illinois and Alaska surveys on adult learners and providers of continuing education opportunities, as well as items specific to California, issued a request for proposals, and after evaluating the responses, awarded the contract for the survey to the Evaluation and Training Institute (ETI) of Los Angeles. Funding of $11,000 was provided by the ECS project and consisted of leftover funds from the first year plus the second-year grant to California of $7,100. A special effort was made to include Spanish-speaking and rural adults in the survey, since the staff was particularly interested in the relative participation rates of these populations. ETI conducted the telephone survey of 354 individuals in nine communities during the summer of 1981 and submitted its report in October. (The report, Adult Participation in Learning Activities in California, is available from the Commission on request.) The principal findings can be reported as follows:

1. About 42 percent of the sample of California adults had participated in at least one course, class, or other organized learning activity during the previous year.

2. As compared to non-participants, the average participant in adult learning activities is equally likely to be male or female but is more likely to live in a suburban city, to be under 55 years old, to be employed full-time, to work at a professional-level job, and to have a higher level of education and income.

3. With respect to learning activities taken in the previous year:

   The average number of courses taken was three.

   Over a third of the participants took only one class.

   About a fifth of the courses were in business.

   Over three-fourths of the classes were taken on a part-time basis.

   Over half of the courses were taken for credit and for job improvement or self-development.

Over half of the courses were on weekdays on a college campus.

About a third of the classes were one semester long, and were in the evening.

The average cost of participation was $112.65 per class.

And participants paid the major share of the cost, with employers paying for about 20 percent.

4. Regarding future plans for participation in learning activities:

Over half of the interviewees were planning to participate in some learning activity in the coming year.

The most preferred classes were lecture courses on a campus, offered on weekday evenings.

The major barriers to participation were lack of time and cost with health and age mentioned as barriers to participation more often by non-participants.

The most desired support services were job placement, counseling services, and financial aid, with non-participants indicating a particular desire for special services for older students.

And the most effective means of providing information about educational activities was through brochures or bulletins in the mail.

The survey provided a new data base on adult participation in learning activities in California in terms of the age, sex, ethnicity, previous schooling, socioeconomic level, employment, and family status of participants. Regarding ethnicity, it indicated that participation rates were around 45 percent for whites, Blacks, and English-speaking Hispanics and slightly higher for Orientals, but only 11.8 percent for adults who spoke only Spanish. ETI suggested the following in its discussion of these findings (1981, p. 28):

> The low rate of participation in lifelong learning activities among Spanish-speaking members of the Hispanic population in Southern California points to a second set of implications for postsecondary education. Obviously, one method of increasing the participation of Spanish-speaking members of the population is to provide opportunities for learning and training in Spanish. It is equally likely, however, that participation could be encouraged simply by providing information about available programs taught in English through brochures and bulletins printed in Spanish. As with any group with special education needs, a demonstration that the institution is sensitive to the needs of Spanish-speaking students may be the first step in increasing their participation in educational activities.

In terms of provision of services to adults in rural areas, the survey data indicated approximately the same participation rates among residents of rural towns and urban areas but a slightly higher participation rate among those in the suburbs. These findings may indicate that California's off-campus and educational outreach programs are working better than expected.

However, the survey of rural residents was made in rural towns with populations of over 10,000 people, and did not cover farm families or others in undeveloped areas, thus its findings are not strictly comparable with those of surveys elsewhere that indicate adults in rural areas are underserved by educational programs.

SUMMARIZING FINDINGS AND POLICY ISSUES IN THE THIRD YEAR

The objectives for the third year of the project, based on the survey results of the second year, were to develop a research and policy paper that would address the facts and identify the issues surrounding lifelong learning both nationally and in California, and present this paper to the Postsecondary Education Commission as part of its deliberations on ensuring access to learning opportunities for all California citizens.

Given the deteriorating fiscal situation in California during the second year of the project, the paper and these deliberations focused on a series of four questions: (1) How could educational services for adults be protected in a period of retrenchment? (2) Which services should have the highest priority for state funding? (3) Were specific populations within the state underserved in terms of adult learning opportunities? (4) Was any additional state funding of or involvement in adult learning opportunities warranted?

The project staff presented its report on the facts and issues surrounding lifelong learning, Learning Activities of California Adults, to the Commission in February 1982. (This report is also available on request.) It discussed different perspectives on adult learning in terms of scope and definition, summarized findings from survey research literature on the characteristics of adult learners, compared the 1981 California survey results with those of other state and national surveys, and raised issues for policy discussion. Regarding the current level of opportunities for adult learning and what, if anything, the state should do to improve or expand these opportunities, the staff observed (p. 36):

> The majority of respondents to the 1981 California survey perceive no significant barriers to participation in education. Availability of time and cost are the two leading barriers of those they mentioned. Except for reversing availability of time and cost, these results are generally consistent with other national and statewide surveys.
>
> It is difficult to argue that the state can improve educational opportunities for those who lack the time to participate. As regards cost, the literature indicates that cost may be more a perceived than an actual barrier. This seems particularly true in California with its extensive network of low-cost Community Colleges and public universities which provide a broad array of educational offerings in nearly every community in the state.

The study identified the groups that appear to be substantially underserved as (1) non-English-speaking Hispanic adults, (2) the elderly, and (3) those who have had limited previous or bad experiences with education, and suggested steps that might be taken to serve these populations.

Other issues addressed by the staff included:

- Would the imposition of tuition significantly reduce the participation of adults?
- Should the state invest further in outreach and information services?
- Does college-level remediation increase adult participation?
- Should the state promote efforts to expand the use of telecommunications in education?
- Does the state need an improved data-collection system for information on adult learners?
- Should the state promote closer ties between education and business and industry?

The staff discussed these and other issues not only with the Commission but also with the statewide advisory committee and the Commission's equal educational opportunity advisory committee. Given budgetary cuts at both the state and federal levels, these discussions centered more on how to protect educational services for adults in a time of retrenchment than on extending or improving such services.

Both the ETI survey and the Commission staff report provided a basis for making better decisions and clarifying priorities about educational services for adults. For example, the Legislature, as previously mentioned, is no longer willing to provide avocational and recreational courses in the Community Colleges at state expense, but such areas as citizenship training, services for handicapped students, and training in English as a Second Language have been protected in the state budget. Given what the survey showed about the educational and socioeconomic level of the majority of adults participating in lifelong learning activities in California, it is perhaps appropriate that the state reorder its fiscal priorities toward those at the lower end of the educational and economic continuum, rather than supporting avocational and recreational courses for the many adults who can afford to pay for them.

Similarly, in discussing whether the state should invest further in outreach and information services in order to increase the participation rates of certain subgroups of adults, the Commission staff stated (pp. 38-39):

> Available research clearly demonstrates that previous educational attainment is a strong determinant of future educational participation. It is also clear that when women, minorities, and other subgroups have approximately the same level of previous educational attainment, their rate of participation in adult education will be virtually identical . . . . During the past decade the state has invested considerable sums in such programs intended to recruit

and retain minority students. Despite these efforts, the relative rate of participation of various racial and ethnic groups has remained essentially constant. The other obvious alternative is to concentrate state resources on improving the quality of education for disadvantaged groups at the elementary and secondary levels. The results of the research on adult learning seem to suggest that such a policy might eventually yield dramatic results in improved participation rates for these groups.

This seemingly controversial statement from a postsecondary education agency reflects the growing awareness that higher education cannot easily or inexpensively make up for the declining quality of elementary and secondary school education. A number of efforts in California are currently directed at the improvement of education in the public schools, and several issues identified by the project relate to them.

In discussing all the issues identified by the project in light of California's current fiscal situation, the statewide advisory committee asked the staff to draft a statement on "Protecting Educational Services for Adults in a Time of Retrenchment." While not enacted as formal recommendations, the following four suggestions from the statement represent the committee's principal concerns (p. 6):

- First, that the institutions of postsecondary education recognize that a majority of the students in the State University, in the community colleges, and in the adult education sector of the K-12 system attend on a part-time basis, and that many of these students will need financial aid if they are to continue their studies.

- Second, that the state establish which are the most important priorities in educational services for adults--whether these be ESL programs, job skills training, basic educational skills programs, citizenship training, or other types of services--and then seek to protect these programs during periods of retrenchment.

- Third, that if student fees and charges are increased in the publicly supported segments, these charges should not discriminate against the part-time student, and that additional financial aid must be provided and be made available to part-time as well as full-time students.

- Finally, that all segments of postsecondary education seek increased collaboration with business, industry, labor, and government toward new means of providing educational opportunities for adults that will benefit both the private and public sectors as well as the adult learner.

SUMMARY

Clearly, it is easier to plan for new services to meet the needs of new or underserved clientele than to plan for retrenchment, cutbacks, and the shift

of previously state-funded services to user support. However, as a result of the ECS/California Lifelong Learning Project, the California Postsecondary Education Commission is in a better position to influence the debates and the eventual outcomes concerning the continued provision of educational opportunities to all adults in California.

PUBLICATIONS

The following publications, developed as part of the ECS/California Lifelong Learning Project, are available from the California Postsecondary Education Commission at 1020 Twelfth Street, Sacramento, California 95814, while supplies last.

Brookdale Associates. A Report on Educational Information Services in California, October 1980.

California Postsecondary Education Commission. "A Summary of Suggestions for Improving Educational Information Services in California," November 1980.

Evaluation and Training Institute. Adult Participation in Lifelong Learning Activities in California, October 1981.

California Postsecondary Education Commission. Learning Activities of California Adults. Commission Report 82-4, February 1982.

Statewide Advisory Committee to the ECS/California Lifelong Learning Project. "Protecting Educational Services for Adults in a Time of Retrenchment," May 1982.

In addition to those project publications, the Commission has published a number of other reports that relate to the education of adults and that are also available while supplies last:

Formal Education and Training Programs Sponsored in California by Business, Industry, Government, and the Military: Part of a Series of Reports on Lifelong Learning, Commission Report 78-17, December 1978.

Using Instructional Media Beyond Campus: One in a Series of Reports on Lifelong Learning, Commission Report 79-10, 1979.

Degrees of Diversity: Off-Campus Education in California. Commission Report 80-5, March 1980.

Missions and Functions of the California Community Colleges: One in a Series of Staff Papers for Discussion. Commission Report 81-14, May 1981a.

The Challenges Ahead: A Planning Agenda for California Postsecondary Education, 1982-1987. Commission Report 81-25, November 1981b.

The Challenges Ahead: Issues in Planning for California Postsecondary Education, 1982-1987. Commission Report 81-26, November 1981.

THE COLORADO CASE

Sheila A. Knop

Among the factors which affect planning and policy development for adult learning and education in Colorado are its unique demographic, economic, and employment circumstances, and its existing learning and education opportunities.

COLORADO'S DEMOGRAPHIC CIRCUMSTANCES

Colorado's population grew almost three times faster than the national average between 1970 and 1980--over 30 percent, compared to 11 percent for the nation at large. Since 1980, growth has continued, although at a slower rate--2.1 percent a year in 1981, compared to 2.7 percent a year during the 1970s. Three-fourths of its 2.9 million residents live along the eastern foothills of the Rocky Mountains. Counties along this Front Range as well as those in the mountainous west have experienced the greatest growth. For example, one Front Range county was among the fastest growing in the nation between 1970 and 1980. In contrast, 15 of Colorado's 63 counties, primarily on the eastern high plains, experienced slight declines in population during the decade.

Colorado's population is younger than the population of the nation as a whole. In 1980, the median age for Coloradans was 28.6 years, compared to the national average of 30.0 years. High levels of in-migration by young adults have resulted in greater representation of 25- to 34-year olds in Colorado in 1980 than in the nation at large (19.7 percent compared to 16.4 percent) and a greater proportion of people between 15 and 64 years of age than nationally (68.8 percent versus 66.0 percent). But a smaller proportion of people 65 and older lived in Colorado in 1980 than nationally (8.5 percent versus 11.3 percent).

In 1980, 89.0 percent of Coloradans were white, compared to 83.2 percent nationally. Three and one-half percent were black; 0.6 percent were American Indian, Eskimo, or Aleut; 1.0 percent were Asian or Pacific Islander; and 5.8 percent were of other races. Twelve percent were of Spanish origin, compared to 6.5 percent of the total U.S. population.

ECONOMIC AND EMPLOYMENT CONDITIONS

Colorado has not felt the national recession as severely as have other states. Oil shale and other energy development activities have had a significant "boom town" impact on several rural areas in Colorado's Western

Slope and on related business and finance activity in the Denver metropolitan area, while a number of electronics industries and light manufacturing plants have been located in Front Range counties.

National economic conditions and international events have had some effects, however on Colorado's economy, especially in recent months. Several major employers, including the federal government, have laid off staff; some energy projects have suspended activity; and several Western Slope and South-Central communities are now challenged with adjusting to mine and plant closings. As of June 1982, increases in the number of jobs in construction and in the combined services and trades sector that are affected by tourism were less than three-quarters of that expected earlier. Agricultural employment remained relatively stable, although it has slowly declined over the years. Encouragingly, Colorado's seasonally adjusted jobless rate was only 4.4 percent in mid-1982, compared to 9.5 percent nationwide.

EDUCATION ATTAINMENT AND ENROLLMENT IN LEARNING PROGRAMS

Data from a 1980 report of the Colorado Commission on Higher Education (pp. III 38-39) indicated that:

- The typical Coloradan has completed 12.8 years of school as compared with the national average of 12.5 years.
- Proportionally more Coloradans than all Americans held high school diplomas (53.4 percent, compared to 46.1 percent) and have attended college (28.3 percent, compared to 21.2 percent).
- Colorado ranks among the top five states in the proportion of professionals such as doctors and lawyers in the population.
- And proportionally more undergraduate and graduate degrees are produced in Colorado per capita than nationwide.

Approximately 155,000 students were enrolled in Colorado public and private postsecondary institutions in 1979. Of these, about two-thirds were 21 years of age or older, with a growing proportion over 30 years of age. That same year, Colorado ranked third in the nation in full time equivalent enrollments at public postsecondary institutions per 1,000 compared to population.

In a 1975 study of adult learning needs in Colorado, it was found that about 4 percent of Colorado adults had six years or less of formal schooling, 26 percent had more than six but less than 12 years, another 30 percent had no formal schooling beyond high school graduation, and the remaining 40 percent had at least some postsecondary education. Of those with six years or less of formal schooling, only 13 percent had been enrolled in a learning program within the previous five years, as compared with over 70 percent of those with high school education or college education. These findings for Colorado substantiate those of studies elsewhere that previous education is the strongest predictor of a person's future participation in learning programs.

LEARNING AND EDUCATION OPPORTUNITIES

Planning and policy development for adult education in Colorado are affected by its number of educational institutions; its policies of funding education; agencies with authority for state-wide planning, coordination, and policy making; previous studies of Colorado adults and adult education; and reactions to these studies.

Educational Institutions

Colorado operates ten public higher education institutions with 14 campuses. Five of these institutions--all located along the Front Range--offer doctoral programs, and two offer masters programs. Five different governing boards make institutional policy for these institutions, with two of the five overseeing several institutions. Academic programs are financed through state funds and student tuition, which for undergraduate resident students ranged from $483 to $1,748 for the 1980-1982 academic years.

Among Colorado's 12 public community and junior colleges, ten also function as area vocational schools and serve local youth and adults. Six of the 12 are located in rural areas of the state. Ten other area vocational schools are not associated with community colleges. These ten schools, like elementary and secondary schools, are governed by local boards of education and are financed through a combination of local and state contributions. Community and junior colleges are governed by the State Board of Community Colleges and Occupational Education and by local or district advisory councils. Most are financed by state funds and student tuition, but a few enjoy local sponsorship. Their resident student tuition for the 1980-81 academic year ranged from $324 to $493.

Over 75 private vocational schools, approved by the State Board of Community Colleges and Occupational Education, operate in Colorado. There are 15 private higher education institutions. One of these is a major university; several offer general academic and liberal arts programs; and others specialize in programs in business or theology. Almost all proprietary schools and private higher education institutions are located along the Front Range.

The federal government operates the Air Force Academy near Colorado Springs, and many public and private groups offer educational opportunity for their members, employees, and the general public. Among them are the Cooperative Extension Service, with offices in most counties; public libraries and historical societies; state and local government agencies; churches and other voluntary community groups; unions; trade and professional associations; and business and industry.

State Funding for Education

Sixty-five percent of Colorado's 1982-83 state budget is devoted to education, with 43 percent allotted for elementary and secondary education, compared to 22 percent for postsecondary education. These allocations are in addition

to local district contributions to the schools and student tuition in post-secondary education.

Among state funding restrictions that affect adult education in Colorado is the statute that limits state funds for elementary and secondary schools to services provided to students under age 21. State funding for higher education institutions is restricted by the definition of what constitutes their campuses, in that they receive state funding for academic offerings on campus properties but not for off-campus offerings. In contrast, community and junior colleges receive state funding for all their offerings within their physical community or multi-county area.

Planning, Coordinating, and Policy Making Agencies

The Colorado Department of Education is responsible for coordinating the management of elementary and secondary programs by local boards of education. Its Community-Based Education Services Office oversees several adult programs, including basic adult education, high school completion, English as a second language, community education, and Colorado Education and Training Act programs. Federal funds available for basic or community education are administered by the Department and are distributed on a competitive basis to local schools, vocational schools, and non-profit organizations. As noted earlier, state funds for elementary and secondary schools are restricted to services provided to students under 21. About 5 percent of Colorado school districts allocated local funds for basic academic programs for adults, and about 12 percent fund local community education programs. In addition, some community colleges sponsor elementary and secondary courses for adults.

The Colorado Commission on Higher Education (CCHE) coordinates postsecondary education in the state. Among its statutory responsibilities are the development of statewide plans for higher education, the review and approval of new curriculum programs and roles and functions of institutions, the recommendation of the creation of state supported institutions and the elimination or consolidation of programs, and the development of a unified statewide program of extension offerings. In 1982, it created its Office of Outreach Programs to manage off-campus offerings of public higher education institutions, and this office has proved significant in the subsequent development of Colorado continuing education. In 1971, the year before the Office was established, these institutions offered 1,863 off-campus courses with total enrollments of 35,520. In 1980-81, they offered 6,241 such courses and enrolled 88,027 students. Of the 1980-81 courses, 34 percent awarded graduate credit, 18 percent gave upper division undergraduate credit, 21 percent granted lower division undergraduate credit, and 27 percent were non-credit courses for professional and personal development and community service.

Each institution has its own branch for administering off-campus programs or continuing education, relying primarily on regular faculty members who volunteer to teach on an overload basis. Faculty members are compensated by the branch according to CCHE criteria, which consider class size and level and type of instruction, including classroom teaching, correspondence instruction, and video and public broadcast telecourses.

Each branch is assigned a geographic region of the state as its primary service area, although unique continuing education programs such as veterinary medicine may be offered statewide. The Office of Outreach Programs monitors offerings, mediates when disagreements arise, and grants exceptions for service to disputed or under-served areas.

Each year tuition revenues from all continuing education branches are pooled at the office and redistributed to the branches to meet projected administrative and instructional expenses for the next year. The Office holds a portion of these revenues to provide special subsidies to branches that offer courses in rural areas or that sponsor needs assessments or applied research and development, such as designing courses for public television. Personnel and administrative costs of the office are financed by the state's general fund.

The Office itself supervises the Montrose Rural Education Center, which arranges for continuing education branches of higher education institutions to provide higher education courses in a sparsely-populated four-county area of 5,215 square miles in western Colorado. In 1980-81, the Center offered 85 courses and enrolled 1,495 students from a total population of about 50,000.

Previous Studies of Colorado Adults and Adult Education

During the 1970s, Colorado institutions were prime sponsors of or hosts to several federally funded projects that uncovered shortcomings in Colorado adult education which have implications for statewide planning and policy development. These projects included Project Communi-Link, a 1970-73 Colorado State University effort to facilitate community-wide program development in adult education in several Colorado communities; the 1975-76 Colorado Adult Needs Assessment Project, sponsored by the Colorado Department of Education and the State Board for Community Colleges and Occupational Education; and the 1975 Future of Adult Education in Colorado Project, also sponsored by these agencies in conjunction with the Educational Policy Research Center of Syracuse University. They pointed to the need for:

- Education information and career guidance services;
- Closer relations between education institutions, community organizations, and business and industry for purposes of information exchange, education planning, and resource sharing;
- Improved data bases at local, regional, and state levels to facilitate planning;
- Determination of priorities in education for improved resource allocation and reallocation; and
- Structures such as task forces, advisory councils, and policy boards at local, regional, and state levels to provide leadership in resolving problems.

The second of these studies found that employers:

- View educational programs as beneficial to their employees;
- Give home and job responsibilities as the main impediment to employee participation in learning programs;
- Express a willingness to provide ancillary support to learning programs in their communities; and
- Are of the opinion that training in special skills and vocational education would greatly improve employees' opportunities for advancement (Colorato Department of Education and State Board for Community Colleges and Occupational Education, 1977, p. 3).

The third study raised these questions in its 1975 report (Educational Policy Research Center, p. 47):

> What should be the role of the adult citizen in determining the extent and quality of adult education services?
>
> What kinds of educational opportunities should be provided? For whom? Where? At whose expense? Under whose auspices?
>
> How should adult education relate to other educational activities?
>
> What is the responsibility of the State of Colorado for adult education?

In 1980, a survey of Colorado citizens by Colorado State University indicated that citizens expect more than credit-producing courses from higher education institutions: They expect career preparation, credit and non-credit lifelong learning experiences, and technical assistance to local areas and state government, as well as research and scholarship (p. 38).

Educators in Colorado have found that adults need both informal information and structured educational programs to facilitate their learning. Because of other life responsibilities, adults typically participate in learning part-time. To be accessible to them, education resources and programs must be available at times and places which take into account their ability to participate. Access by rural adults is further complicated by limited local availability of education resources and the costs of extending non-local services to rural areas. As an example, Colorado's public and private universities are all clustered along the largely metropolitan Front Range, limiting rural people's access to them.

Reactions to Studies

Although publicized, the findings and recommendations of these education studies received limited attention by educational and legislative policy makers, who remained divided about appropriate and effective roles that the state might play in adult learning and education and about policy and program priorities. Other pressing concerns as well as the desire to avoid new,

long-term, or precedent-setting commitments contributed to their reluctance to take action. Meanwhile, however, the federal impetus that had promoted adult education research and demonstration activities was waning, and federal offices were increasingly shifting leadership and financial responsibility for them to the state.

CONSTRAINTS, OPPORTUNITIES, AND ASSUMPTIONS OF THE COLORADO PROJECT

The ECS/Colorado Lifelong Learning Project thus began under both constraints and opportunities. Three major constraints were identified as follows:

- The extent and nature of the state's role and responsibility in adult education was not well-defined;
- Public education in the state was governed through a mosaic of many boards and complex systems of interdependence; and
- Concerns about the economy and about "big government" were making state policy makers increasingly cautious about approving programs and appropriating funds.

Opportunities on which to capitalize included these facts:

- Coloradans had historically placed high value on education and on the state's education institutions;
- A great deal of data had been collected that documented the state's adult education needs and resources; and
- A number of educators, employers, and lay citizens wanted improvements in educational services for adults.

These constraints and opportunities resulted in several assumptions which helped define what the Colorado project would need to do:

- Identify areas of agreement and disagreement about adult education problems and priorities;
- Suggest cost-effective solutions for problems that would appeal to many and that would complement rather than compete with education for other age groups; and
- Work within existing systems of governance to promote concern about adult learning and education.

Guided by these assumptions, the project sought to:

- Identify adult learning and education issues and problems of statewide concern and/or significance;

- Describe an array of potential solutions to those problems, with implications for policy action and anticipated consequences of action or inaction;

- Collect and publicize supporting data that would be useful for policy makers as they make policy choices and decisions; and

- Promote dialogue among education organizations, citizens, and policy making bodies about adult education problems, potential solutions, and policy options.

PROJECT AND OTHER SUPPLEMENTAL RESOURCES

Resources directly available to the Colorado project were limited to the half-time work of one professional, supervised by the Director of Outreach Programs of the Colorado Commission on Higher Education, and to a small operating budget for travel, typing services, printing, communications and fiscal management. The Division of Continuing Education, University of Colorado-Boulder, provided fiscal management for the project; and members of an interorganizational planning group, survey respondents, conference participants, and other volunteers contributed their efforts to the project.

The interorganizational planning group was formed during the first year of the project to serve as a sounding board, to assist with projects surveys, and to plan and implement a statewide conference that would use data from project surveys as the basis for discussions about ways to resolve problems facing lifelong learning. Thirteen professionals from as many organizations participated with project staff in the group, which met nine times. They not only assisted with the design and pre-testing of survey questionnaries but also reviewed survey data to determine major challenges that would serve as conference discussion topics; helped arrange for conference sponsors, speakers, and publicity; served as conference facilitators; and after the conference reviewed proceedings and contributed ideas for follow-up activities. Their accomplishments were noteworthy, as will be obvious from the description of project surveys and the conference. Despite the fact that the group has no formal authority for statewide planning and policy, its members provided important liaison with education groups and others in the state. Recognizing their own limitations, they consciously structured opportunities for involvement and expression of ideas by many other people.

PHASE ONE: INFORMAL INTERVIEWS

Because is was clear at the outset of the project that agreement was lacking about the nature of problems in Colorado adult education as well as about the importance of these problems relative to each another and to other state concerns, the first activity of the project was to solicit views on these problems from educators working in five different programs.

Without exception, these educators responded favorably to the opportunity to relate their views. Their responses suggested that the problems described in earlier studies had not been resolved and that most of them were general enough to be beyond the ability of a single institution or organization to solve.

PHASE TWO: SURVEY OF ISSUES IN COLORADO ADULT LEARNING AND EDUCATION

Next, the opinions of 269 educators in public and private sector programs and leaders of local civic organizations were sought by means of a mail questionnaire, "Colorado in the Eighties: Issues in Adult Learning and Education," to determine which problems seemed important and generalized enough to merit the state's attention.

Survey results showed considerable agreement among adult educators and knowledgeable citizens about adult education matters. The respondents were supportive of adult learning and, among 17 issues listed in the questionnaire, they assigned greatest importance to these eight:

- Improve understanding among the public, educators, and policy makers about matters concerning adult education.
- Encourage professional updating.
- Develop local adult education centers.
- Develop public education cooperation with business and industry.
- Gain public financial support for elementary and secondary adult schooling.
- Improve coordination among public and private education organizations.
- Provide more education opportunities for rural adults.
- Provide information about education opportunities for adults.

In general they agreed that individual adults, education and private-sector groups, and the state all have some responsibility in adult education, and they indicated that both direct and indirect state support are needed for adult education. They judged direct state support most important for English-language communication and basic computation subjects and least important for leisure and recreation-related topics. In contrast, they felt that indirect state support was most important for occupational updating and least important for subjects dealing with the interdependence of people in the state, nation, and world.

Regarding state funding priorities for particular adult audiences to be served, they assigned highest priority to programs for rural adults, adults with less than 12 years of schooling, and socioeconomically disadvantaged adults. Among several funding mechanisms to encourage adult education, they

assigned highest priority to tax incentives for employers who offer employee education and to scholarships and loans for students. Among organizations that might offer adult education programs, they assigned highest funding priority to those traditionally supported by public funds: vocational schools, community colleges, and higher education institutions.

PHASE THREE: SURVEY OF RESPONSIBILITY FOR SOLVING ADULT EDUCATION PROBLEMS

A follow-up survey was conducted four months after the first survey and involved the 220 people who had responded to the first questionnaire. Its purpose was to determine beliefs about (1) the relative importance of the eight adult education issues listed above; (2) which groups should have responsibility for helping solve these problems; and (3) the general nature of those responsibilities.

Initial analysis of the survey responses indicated that the respondents judged all eight issues of importance (3.0 or higher on a 0- to 4-point scale). When ratings for the eight issues were ranked they appeared in the following order (1 = highest importance score):

1. Meeting current and future adult occupational training needs in Colorado.

2. Continuous updating of occupational knowledge and skills by Colorado professionals (e.g., those in law, medicine, education).

3. Providing adults in local communities with notices of educational activities, career and educational guidance, and access to other information of interest.

4. Access by adults with less than a high school education to elementary and secondary schooling.

5. Improving understanding between and among the public, educators, and policy makers about matters concerning adult education.

6.5 Citizen awareness and understanding of local and state concerns so that they may be more effective in decision-making (e.g., as informed community members, voters, or local/state leaders).

6.5 Strengthening coordination between and among public and private organizations offering adult education in Colorado.

8. Adult access to off-campus four-year colleges and university courses (e.g., in rural, industry, or inner city sites).

Among six of these concerns for which quantitative data were obtained (all except Nos. 5 and the second listed 6.5), Table 1 shows the groups that respondents felt should share responsibility to resolve them and the kind of responsibility they should undertake, ranging from conducting programs, supplying materials or consultants, providing funds, to ensuring quality and accessibility.

TABLE 1 Patterns of Responsibility for Resolving Six Colorado Adult Learning Concerns

GROUPS MOST FREQUENTLY ASSIGNED RESPONSIBILITY FOR ALL SIX CONCERNS	TYPES OF RESPONSIBILITY ASSIGNED			
	Conduct Programs	Supply Materials, Consultants	Provide Funding, Tuition, Fees	Ensure Quality, Accessibility
Education institutions, including public schools, vocational & community colleges, 4 year colleges & universities	X[2]	X		X
Policy makers in state, city and county government			X	X
Individuals & families			X	
ADDITIONAL GROUPS[3] MOST FREQUENTLY ASSIGNED RESPONSIBILITY FOR OCCUPATIONALLY-RELATED CONCERNS:				
Business, industry & military	X	X	X	X
Professional associations & unions	X	X	X	X
ADDITIONAL GROUPS[4] MOST FREQUENTLY ASSIGNED RESPONSIBILITY FOR EDUCATION INFORMATION & CIVIC DECISION-MAKING CONCERNS:				
Community organizations, including libraries, coop. extension, service clubs & churches	X	X		X
Media, including public broadcasting & newspapers	X	X		X

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[1]The six concerns were needs for: occupational updating, information for civic decision-making; information about education opportunities; occupational preparation; access to k-12 schooling; access to off-campus higher education courses.

[2]An X indicates that certain groups (rows) were most frequently assigned specific responsibilities (columns) to help resolve particular concerns (major headings, rows). Example: education institutions were assigned responsibility for conducting education programs, supplying resource materials and consultants, and ensuring quality and accessibility of education offerings in order to help solve all six concerns.

[3]Respondents indicated that two groups should join education institutions, policy makers and individuals/families to help resolve occupational updating and preparation concerns. The groups are business-industry-military, and professional associations-unions.

[4]Respondents indicated that two groups should join education institutions, policy makers and individuals/families to help resolve education information and civic decision-making concerns. The groups are community organizations, and the media.

PHASE FOUR: CONFERENCE ON IMPROVING ADULT EDUCATION SERVICES

Sixty-eight people attended a two-day conference on September 29-30, 1981, in Monument, Colorado, to review survey findings and generate ideas for solving the challenges they presented. Besides the Colorado Commission on Higher Education, the sponsors were the Education Commission of the States, the Colorado Department of Education, the State Board of Community Colleges and Occupational Education, the Colorado Association of Continuing Adult Education, the Colorado Association of Community Educators, the Office of Rural Education of Colorado State University, and the Division of Learning Services of KRMA (public broadcasting). Participants and facilitators attended the conference at their own expense.

Among the suggestions of the participants were structural changes, such as revisions in state statutes and modifications in roles and missions of education agencies and institutions; changes in the way groups interact, such as methods and networks for improving communication and incentives for interagency planning and programming; and programs to meet adult education needs, including mobile education units to circulate in rural areas; personnel exchanges between business-industry and education institutions; and "educator-laureats" to promote adult learning and provide technical assistance to local communities. At the conference, participants were asked for ideas for follow-up activities, and most volunteered to assist with some facet of the post-conference efforts.

PHASE FIVE: DEVELOPMENT OF STAFF PAPERS AND PRESENTATIONS ON ISSUES IN ADULT LEARNING AND EDUCATION

The Colorado Commission on Higher Education revises its postsecondary master planning documents every five years, and in 1982 planning was underway for the 1983-1987 period. The project staff prepared a paper, "Issues in Adult Learning and Education," as part of this master planning process. The paper summarized general statewide issues as well as issues specifically related to postsecondary education. Commission staff, Commissioners, and representatives from higher education institutions referred to the paper as they determined which issues to include in the 1983-87 planning documents.

In addition, project staff have spoken at meetings of the Commission, the State Board for Community Colleges and Occupational Education, and two adult education professional associations; and articles about the project have been printed in newsletters of the Association for Continuing Adult Educators, the Association of Community Educators, the Society for Training and Development, the Cooperative Extension Service, and Colorado's adult basic education program.

PHASE SIX: WRAPUP WORKSHOP AND DOCUMENTS

Two activities are central during the project's sixth phase:

- First, a seminar on "data for education planning" was co-sponsored by the project, the Commission's Office of Outreach Programs, and the Montrose Rural Education Center. The seminar was offered in three locations, two near Denver and the other in western Colorado, in order to allow many public and private sector educators to learn of census and other data useful for planning and to solicit their interpretation of the data and the implications of these data for policy development. Eighty-four people participated in the seminars, at their own expense.

- Second, the staff is drafting papers on planning and policy options and will circulate them for reaction before submitting them to elected officials, executives of education agencies, governing board members, education practitioners, and interested lay citizens and before making presentations to policy-making groups to discuss these options.

PHASE SEVEN: FOLLOW-THROUGH

Plans for presentations to policy makers, and for related follow-through have been made. In the year following the project's conclusion, the Commission will initiate action consistent with its authority, and will draft policy recommendations which will be submitted to other Colorado governing bodies (e.g., State Legislature, boards of postsecondary institutions).

CONCLUSIONS

The Colorado project yielded several important accomplishments:

- It developed a base of information that integrated knowledge of state circumstances affecting planning, adult learning needs and existing learning resources, adult learning problems that require the state's attention, an array of potential solutions for those problems, and educator and citizen attitudes about adult education matters.

- It established a base for productive dialogue in that its working conference set an historic precedent in bringing together a diverse group of educators and citizens to discuss solutions for adult education problems and in being sponsored by eight education groups that have separate but related responsibilities for adult education.

- It brought to the Colorado Commission on Higher Education heightened awareness that adult education is a part of postsecondary education and a

responsibility of the Commission, as illustrated by the fact that, for the first time, adult learning issues were considered in the Commission's postsecondary master planning process.

- Finally, it helped to coalesce opinion about the nature of adult education problems and their solution among lay leaders, educators, and state officials.

In summary, it illustrated how a great deal of background information can be gathered for planning, policy analysis, and policy development; how opinion studies can help identify solutions to problems and solicit feedback on planning and policy options that are under consideration; how to structure situations so that people with diverse backgrounds can contribute ideas useful in state planning; how to manage their interaction so that vested interests are recognized yet do not adversely affect efforts for collaborative problem-solving; how to provide information to policy makers who do not want, or who lack the time for, highly detailed presentations, by distinguishing between technical reports and more popular reports or presentations, with the technical reports serving as "source books" for these other documents and statements; and, finally, how to recognize and address difficult tradeoffs that pit present good against future good, since by definition, planning contrasts visions of the future with anticipation of the consequences of present actions.

PUBLICATIONS

The following publications are related to the ECS/Colorado Lifelong Learning Project. Copies of those produced by the Colorado Lifelong Learning Project are available at cost of printing and postage. Publications order forms may be obtained by writing the Office of Continuing Education and Extended Academic Programs, CCHE, 1300 Broadway, Second Floor, Denver, Colorado 80203.

Colorado Lifelong Learning Project. Issues in Adult Learning and Education. Denver: The Commission on Higher Education, 1982.

--. The Colorado Case: Experiences and Accomplishments of the Colorado Lifelong Learning Project (includes survey questionnaires and descriptive findings). Denver: The Commission, 1982.

--. Colorado Population Changes: A Source Book for Education Planners and Poliy Makers. Denver: The Commission, 1983.

--. Public Opinion Studies: Low-Cost Methods for Soliciting Perspectives of the Public and Special Interest Groups. Denver: The Commission, 1983.

--. State Policy Options in Adult and Continuing Education (working title). Denver: The Commission, forthcoming.

Colorado Commission on Higher Education. A Plan and a Process for Post-secondary Education in Colorado. Denver: The Commission, 1980

--. The Outreach Program: A Report on the Program of Off-Campus and Non--Traditional Instruction Coordinated by the Colorado Commission on Higher Education. Denver: The Commission, 1982.

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THE ILLINOIS CASE

Robert Wallhaus and Timothy Rock

ILLINOIS DEMOGRAPHICS

Illinois is a state with great economic diversity. While many northern and midwestern industrial states are experiencing a decline in population and loss of industry, Illinois grew by 300,000 from a 1970 population of 11.1 million to 11.4 million in 1980 and recently ranked fourth in the nation in increased manufacturing facilities--adding or expanding 71 such facilities during the early months of 1982 while losing less than 20. The challenge for Illinois is to maintain and expand its present levels of business and economic diversity so that its economy can continue to grow and support lifelong learning programs now in place.

Of Illinois' 11.4 million residents, 5.4 million or 47 percent comprise the civilian work force. Women represent 42 percent of this work force. Approximately 4.7 million members of the work force or 87 percent are employed. In 1980, the number of families with two or more workers reached two million, or some two-thirds of the total three million families in the state. Among the employed work force, 26 percent are involved in manufacturing; 22 percent are in service-sales; 21 percent are in wholesale or retail business; 8 percent are in transportation and public utilities; another 8 percent are in agriculture, mining, and construction; 6 percent are in finance, insurance, and real estate; 5 percent are in public administration; and an additional 4 percent are employed in business and repair services.

In 1980, Illinois workers earned 77¢ more per hour and $31.00 more per week in take-home wages, than the national average:

	Hourly	Weekly
Illinois	$8.04	$320.00
U.S.	$7.27	$289.00

That year, Illinois' median income for a family of four of $24,265 was the twelfth highest among the states and $1,870 higher than the national average of $22,395. The total personal income of the state's residents, $120.4 billion, was the fourth largest in the country--surpassed only by California, New York, and Texas--and had increased 456 percent since 1960 and 200 percent since 1970. From 1970 through 1980, per capita income increased from $5,168 to $10,521. Per capita state and local taxes increased by 105 percent or $511, leaving a net per capita gain of $4,842. This net gain was the largest of the ten midwestern states and third largest among the ten most populous states.

Not all Illinois residents reaped the benefits of this per capita gain. In the mid-1970s, 1.1 million of them, or 10.5 percent of the state's total population were below the poverty level. Eight and one-third percent of Illinois families were below this level, as were 15.1 percent of the state's

children aged 5 to 17. Of the 12 north-central states, Illinois had the highest numbers of poverty stricken families and children, and nationally, only New York, California, Texas, and Florida exceeded its numbers.

In the summer of 1982, some 696,000 Illinois workers--12.3 of its civilian work force--were jobless, giving Illinois the second highest rate of unemployment among industrial states and exceeded only by Michigan's rate of 14.4 percent. As a result, in allocating the state budget, Illinois has had to spread its resources sparingly. For example, total state appropriations have declined from $14.7 billion in fiscal year 1980 to $14.2 billion in 1983. The sources of state revenues are as follows:

Income Tax	25%
Sales Tax	20%
Road Taxes and Fees	6%
Bond Proceeds	3%
Federal Aid	24%
All Other Sources	22%

Education traditionally has been a high priority of Illinois government. It has received approximately 30 percent of total appropriations in the state budget, with elementary and secondary schools allocated approximately two-thirds of these funds and higher education about one-third.

EDUCATIONAL ATTAINMENT

As of 1980, Illinois residents had attained a mean educational level of 12.2 years of schooling. Of its 6.7 million residents aged 25 years or older, 65 percent had received a high school diploma, and 45 percent of these high school graduates had entered college.

Throughout the 1960s, Illinois experienced tremendous growth in public school enrollment from kindergarten to twelfth grade, and by 1973, this enrollment reached a high of 2.38 million students--double that enrolled in 1950. As the "baby boom" children of the late 1950s and early 1960s have grown up, however, enrollments in elementary and secondary schools have declined. Since 1972, school enrollments have dropped 19 percent, and the schools' present enrollment of 1.9 million students equals that of 1963. Kindergarten through eighth-grade classes enroll 1.3 million or 65 percent of this total, and grades nine through twelve enroll 600,000 or 35 percent.

Nonpublic school enrollments had shown a different trajectory than have public school enrollments, reaching their peak of 566,359 in 1966 but then declining continuously until recently, when enrollments began to stabilize at a level of about 354,000 students.

In higher education, Illinois enrolled a total of 744,809 students in Fall 1981, of whom 48 percent attended full-time and 52 percent attended part-time. Its ratio of male to female students was fairly equal, with 346,464 (47 percent) men and 398,345 (53 percent) women. Community colleges had larger headcount enrollment (386,513 students) than public universities (195,399)

and private universities (162,897) combined. Enrollment growth in higher education has been gradual for the past five years, increasing 10 percent since 1977 among all institutions but growing only 2 percent among public universities and 8 percent among private institutions while expanding 15 percent in community colleges.

Since 1970, the number of 5- to 19-year olds has declined by 14 percent while the number of 30- to 34-year olds has increased by 31 percent and the number of 35- to-64 year olds has remained approximately the same--3.6 million. The median age of residents has risen to 29.9 years--31.2 years for women, and 28.7 years for men.

These demographic data coupled with the economic data reported earlier have a number of implications for adult learning. Perhaps the most pronounced is the continued growth of higher education enrollments during high unemployment. Data from a survey of adult learners conducted during summer 1982 show that the rate of adult participation in all varieties of formal learning activities had increased by approximately 5 percent over that of 1979--a year of lower unemployment. This increased demand for educational services strains resources that are already severely limited due to lower tax receipts. At the same time, the traditional clientele of community colleges and universities--recent high school graduates--are not enrolling in higher education in the numbers they once did. The challenge for providers of adult learning opportunities lies in developing long-range responses to these contravening trends.

THE EDUCATIONAL STRUCTURE OF ILLINOIS AND ITS RELATIONSHIP TO ADULT LEARNING

Education in public schools through the secondary level, which the Illinois Constitution guarantees shall be free, is provided at over 4,000 public school facilities and some of the 52 campuses of the Illinois community college system. Funds to support this level of adult learning come from both federal and state sources and are administered by the 17-member State Board of Education, the state agency responsible for educational policies from pre-school through twelfth grade in both public and private schools as well as for some vocational and adult education in the state. In fiscal year 1981, the Board distributed $13.1 million of state and federal funds to enable 108,349 "undereducated" adults to attend school for preparation in basic literacy, intermediate or advanced elementary education, high school education, prevocational or vocational training, English proficiency, or Americanization and citizenship training. Most of those persons were served by community colleges. During 1981, the Board also administered $64.6 million in state and federal vocational education funds and approximately $7.0 million in CETA funds, for which community colleges and universities were eligible to apply.

Compared to the state's investment of approximately $2.1 billion in elementary and secondary education during fiscal 1983, it invested approximately $1.0 billion in higher education. Its increasingly complex and interrelated system of public postsecondary institutions is governed by four university

governing boards--the Board of Governors of State Colleges and Universities, the Board of Regents of Regency Universities, the Board of Trustees of Southern Illinois University, and the Board of Trustees of the University of Illinois--and 39 locally selected community college districts boards of trustees. The Illinois Community College Board serves as a coordinating body for the 52 campuses of these colleges, while the Illinois Board of Higher Education has comprehensive coordinating and planning responsibilities for all public and private colleges and universities in the state. It has six main responsibilities:

1. To engage in a continuing analysis of the aims, needs, and requirements of higher education and accordingly to develop and prepare amendments and modifications to a master plan;

2. To review all proposals by public university governing boards and the Illinois Community College Board for new units of instruction, research, or public service and to approve or disapprove these proposals;

3. To review periodically all existing programs of instruction, research, or public service as to their educational and economic justification;

4. To make recommendations to the Governor and General Assembly concerning the budgetary needs of colleges and universities for operations and grants and capital improvements;

5. To administer certain designated state and federal higher education programs; and

6. To approve operating authority and degree-granting authority for programs for nonpublic institutions of higher education in Illinois, including out-of-state institutions.

In addition to this system of systems at the postsecondary level, involving these four governing boards and two coordinating boards, a Joint Education Committee has been statutorily created to enhance coordination between the schools and higher education in Illinois. Composed of three members each from the State Board of Education and the Board of Higher Education, it brings recommendations to both boards dealing with areas of interest common to elementary, secondary, and postsecondary education in the state.

Illinois community colleges provide a wide variety of offerings including adult basic education, adult secondary education, occupational-technical preparation, remediation, and baccalaureate-transfer programs. The state's 12 public universities, six of which grant doctoral degrees, house a total of three law schools, two medical schools, two dental schools, and a college of veterinary medicine. Approximately 120 private colleges and universities, proprietary institutions, theological schools, and technical institutions also grant degrees.

In addition, nontraditional providers of education such as museums, unions, and churches meet many education needs of the state's adults. It is difficult to comprehend fully the magnitude of these educational needs, but from research conducted in the state it is known that approximately 30 percent of

Illinois residents over the age of 18 engage in formally organized educational activities annually. Less than half of these participants enroll in traditional colleges and universities; the remainder learn in nontraditional settings.

STRATEGIES, ACTIVITIES, AND RATIONALE OF THE ILLINOIS PROJECT

Even before Illinois was selected as a pilot state in the ECS Lifelong Learning Project, it already had a number of efforts underway to expand access to learning opportunities for all adults in the state. Among them were a series of adult learning surveys and studies of ways to maximize resource use through new technologies. In fact, a significant amount had been accomplished in past years to expand access to education for adults, and thus leaders of the Illinois/ECS Lifelong Learning Project agreed to try to maintain this progress by enhancing and reshaping existing successful efforts rather than emphasizing the initiation of new ones. During its three-year involvement in the project, Illinois made significant progress in this endeavor.

The rationale for Illinois' approach was predicated on two assumptions: (1) that a new organizational structure was unnecessary in Illinois to deal with statewide issues related to lifelong learning; and (2) that because planning and policy development related to lifelong learning are continuous processes with no well-defined beginning and end, to conceptualize them otherwise would be unrealistic. Regarding the first assumption, the state has been fortunate to have in place not only the Joint Education Committee described above, but also four standing advisory committees of the Board of Higher Education--faculty, student, proprietary schools and colleges, and non-public institutions--whose guidance is sought by the Board on all substantive matters. In addition, the Board has developed effective liaison with a host of state agencies such as the Department of Commerce and Community Affairs, organizations like the Illinois State Chamber of Commerce, and professional groups including the Illinois Council on Continuing Higher Education, whose interests and responsibilities relate to lifelong learning. As a result, a new advisory structure was not needed for the Lifelong Learning Project. Instead, ad hoc committees were convened for special purposes related to project activities.

Regarding the second assumption of continuous planning, as the state's planning agency for higher education, the Board of Higher Education has developed a series of higher education master plans for the State. In the most recent of them, A Master Plan for Postsecondary Education in Illinois of 1976, the Board addressed issues related to expanding learning opportunities for adults such as program duplication and financial support. Since 1976, the Board has undertaken numerous studies to insure that master plan policies are timely and pertinent to changing conditions, and it has established special task forces or study groups to address specific policy issues. These groups, composed both of higher education personnel, professional practitioners, and lay citizens, have recently examined community college finance, retention and distribution of health care professionals, statewide educational television, and higher education's contribution to the economic development of the state.

During its tenure as a pilot state in the ECS Lifelong Learning Project, Illinois was involved in four areas related to maximizing the use of lifelong learning resources by adults: (1) adult learner surveys, (2) off-campus program policies, (3) increasing the use of existing education resources, and (4) new adult education legislation.

ASSESSING NEEDS THROUGH ADULT LEARNER SURVEYS

In 1976, 1979, and 1982, the Board of Higher Education conducted three random-sample household surveys of Illinois adults to gauge trends in their educational participation. Both the 1976 and 1979 surveys showed an annual rate of approximately 30 percent participation. As the Board pointed out in its report on the 1979 survey, demographic factors explained little of the difference between participants and non-participants. Among them, age and level of education were most closely associated with participation, in that younger adults and more educated adults were most likely to participate; but race, sex, and income had little direct impact on participation despite their relation to type of participation, such as credit or non-credit, and full time or part time. These conclusions led the Board in 1982 to examine other factors affecting participation, such as program availability, and to examine how off-campus programs can be used to expand program availability. While the state has few statutory responsibilities related to "nontraditional" providers of education, the Board believes it is important to coordinate all the educational resources in the state to make educational opportunities available to those who seek them.

An important by-product of the three statewide surveys was the initiation of a regional survey carried out by several community colleges and one of the state universities to examine in depth the educational needs of their specific geographic area. The Board of Higher Education provided both financial support and consultation for this project. Another such survey is now in the planning stages.

Considerable interest has been expressed by both educators and non-educators in the findings of these surveys. Faculty and administrators at higher education institutions and state and private sector leaders have requested numerous copies of the results.

OFF-CAMPUS PROGRAM POLICIES

Off-campus programming is of interest to the Board of Higher Education as a primary means of expanding educational opportunities to underserved geographical regions and populations of the state. At the same time, the Board is concerned about making the best use of existing resources by insuring the quality of off-campus activities and avoiding unnecessary duplication of program offerings. Because the Board has been given approval responsibility for all units of instruction, research, and public service of public, private,

and out-of-state institutions, it appointed a study committee to establish criteria for the review and approval of off-campus programs. In September 1982, the Board adopted policies regarding off-campus programs submitted to it by this committee. One such policy was the designation of community college districts rather than specific street locations as the main approval site for off-campus programs within given geographical regions, thus providing flexibility to transport programs within a defined region without seeking additional approval. The Board noted that these new policies should not be viewed as an attempt to slow the growth of off-campus activities--and thereby access and choice for adults--but rather to strengthen program quality and avoid unnecessary duplication of offerings.

Future activities of the study committee on off-campus programs include examination and identification of underserved areas of the state, in order to allow the Board to direct resource allocations to areas and persons most in need of educational opportunities. The Committee is thus examining the delivery of off-campus instruction and financial arrangements to support it.

INCREASING THE USE OF EXISTING EDUCATIONAL RESOURCES

Among the new criteria for approving off-campus programs is the availability, accessibility, and maintenance of support services. The Board recognizes that limited resources require maximizing the potential of these services both on and off campus through interinstitutional cooperation. One important service area for resource sharing is that of library materials, as illustrated by Illinois' new library computer circulation system. This system grew out of concern that the cost of library materials is escalating at a rate far greater than are institutional resources budgeted for libraries. Unless institutions can make library materials available to support both on-campus and off-campus activities, these activities may suffer a significant loss of quality. For materials to be shared among academic libraries and off-campus sites, however, information on library holdings must be widely shared across all regions of the state. Therefore, over the past four years the state has funded an effort to convert card catalog information at 22 campuses into a machine readable format that is stored centrally and can be accessed via the participating colleges and universities. Over seven million library materials are now cataloged in the system, and during fiscal year 1982, over 21 million transactions were made with the system, resulting in sharing over 135,000 books and other library materials among the participating institutions. This year more funds have been provided to expand the system.

In addition to examining how computer technology can make better use of state resources, Illinois has examined how telecommunications can advance state goals. For three years, the Board of Higher Education has been involved in establishing linkages between higher education institutions and Compre hensive Employment Training Act (CETA) prime sponsors. During Illinois' participation in the ECS project, the Board developed a plan to provide baccalaureate-level offerings to placebound registered nurses who hold a diploma or associate degree in nursing.

ADULT EDUCATION LEGISLATION

In the late 1970s, the Illinois General Assembly expressed concern that elementary and high school completion opportunities for adults were not uniformly available across the state. Although the majority of elementary and high school completion activities in Illinois were provided by community colleges, in some regions of the state high schools were primary providers of these activities; and the funding mechanisms and the amount of funding provided for these activities varied depending on whether they were undertaken by community colleges or high schools.

The School Problems Commission, a legislative agency, examined this issue over the intervening years and developed new legislation for providing elementary and high school completion. The State Board of Education, the Community College Board, and the Board of Higher Education all cooperated with the Commission in this effort, and the Governor has approved the legislation. Briefly this act specifies (1) that local planning districts for adult basic and secondary education shall be congruent with existing Illinois community college district boundaries, with other configurations of planning districts indicated for areas not part of community college districts; and (2) that district planning documents, approved by the high schools and the community college in the district, must be submitted to the State Board of Education prior to state funds being provided for such education. The legislation also establishes a maximum state reimbursement rate for elementary and high school completion programs provided by both high schools and community colleges. With this act, the state took a step forward in assuring that all citizens of the state have ample opportunity to complete elementary and high school education.

PUBLICATIONS

Documents available from the Illinois Board of Higher Education that are most directly related to the ECS Lifelong Learning Project are: 1978-1979 Survey of Adult Learning; 1982 Survey of Adult Learning; and Board of Higher Education Policies Related to the Review and Approval of Off-Campus Programs of Public Universities, Independent Colleges and Universities, and Out-of-State Institutions. Copies may be obtained from the Board at 500 Reisch Building, 4 Old Capitol Square, Springfield, Illinois 62701.

THE KANSAS CASE

Gene Kasper

In many ways, Kansas was a model participant in the ECS Lifelong Learning Project. Kansas leadership in adult education has been evident for many years; it established off-campus adult programs as early as 1890, and in 1974 it gave off-campus courses full funding equal to on-campus funding when they are taught by regular faculty members as part of their regular load. Yet by 1980, the time was ripe for a research vehicle to bring together diverse elements responsible for adult education to focus on goals for the state as a whole.

KANSAS DEMOGRAPHICS

Kansas has the stability of population and economy to plan effectively for the future. It is characterized by continued but moderate population growth, low unemployment, and a reasonable balance between agricultural project development and industrial growth. Its 1980 population of 2,363,679 was 5.1 percent higher than in 1970. Previously, its population had increased 14.4 percent between 1950 and 1960 and another 3.2 percent between 1960 and 1970. Population predictions suggest moderate growth in overall population in the next 20 years, with most of that growth in a southwest to northeast band across the state. The reduced birth rate of recent decades suggests that adults, particularly in the 30-50 age group, will be an increasing proportion of the population--and thus more people will be available for adult education opportunities.

During the 1970s, metropolitan counties in the state grew by 7.0 percent, compared to 3.5 percent in non-metropolitan counties, with counties in the north and northwest experiencing considerable out-migration. Like the rest of the United States, Kansas has seen a sharp increase in the proportion of the population that is urban. Of the rural population, an ever-decreasing percentage is farm-based. Between 1980 and 2000, current trends are likely to continue, increasing urban population versus rural population and increasing rural nonfarm population versus rural farm population.

Kansas unemployment rates tend to vary only slightly, with only 2 to 3 percent of the work population unemployed. The 1982 recession, however, increased the unemployment rate to near 5 percent, for Kansas a high rate and a cause for alarm. Transportation equipment, aircraft, and aircraft parts industries suffered major losses, and other significant declines occurred in contract construction, railroad transportation, and durable goods such as primary metals and stone, clay, and glass products. Per capita personal income increased from $9,216 in 1979 to $10,286 in 1981. Although Kansas is not necessarily a rich state, basing its support primarily on an agricultural base, the wise and prudent use of resources has resulted in steady and responsible economic growth. The state operates on a cash-basis law and must have funds available to cover expenditures each year. The lack

of debt thereby eliminates innumerable funding problems. Careful attention to the use of revenue bonds to support growth has contributed to broadening the economic base of the state. The modest growth in population that is anticipated through the year 2000 is likely to be concentrated in pockets across the state and is therefore unlikely to threaten seriously the land and related resource bases for agriculture, which is the essential economic activity in the state. State officials hope that because the size of expected growth and of related problems is not likely to be overwhelming, they can affect growth in ways that can maximize the quality of life within the state.

ADULT EDUCATION IN KANSAS

Kansas has experienced a steadily increasing level of education over the past decades. It enrolls in school a larger proportion of those eligible for school than do most states. In 1980, the median years of school completed by both men and women over 25 years old was 12.3 years. Kansas serves adult learners through a combination of public and private institutions. It coordinates overall statewide planning for adult education as well as other levels of education through the Legislative Educational Planning Committee, a statutory committee of the Legislature that is composed of eleven legislators, with its leadership rotating yearly between the Senate and the House of Representatives. The committee functions primarily as a facilitative body, identifying needs and problems in postsecondary education, researching these issues, and convening interested and involved bodies, agencies, and institutions to respond to the facts in order to seek a responsible resolution.

Two state boards, which meet together at least three times yearly to discuss issues of mutual concern, have responsibility for education institutions:

- The Board of Regents govern six public universities (the University of Kansas, Kansas State University, Wichita State University, Emporia State University, Pittsburg State University, and Fort Hays State University), the two-year Kansas Technical Institution, and the University of Kansas Medical Center. These eight institutions enroll a total of over 80,000 students, of whom some 6,000 are enrolled off-campus.

- The State Board of Education is responsible for 306 elementary and secondary education school districts in the state, 19 community colleges with a Fall 1981 enrollment of 37,039, 14 vocational-technical schools with an enrollment of 7,908, and 42 proprietary schools providing some 137 educational program options. (Community colleges also operate under local boards of trustees which oversee the local tax levies provided for college operations.)

Seventeen private four-year colleges and universities and three private two-year colleges, with a total enrollment in Fall 1981 of 12,252, provide general liberal arts education in the state.

Finally, Washburn University, a municipal institution in the capital city of Topeka, provides baccalaureate and master's degree programs to some 6,000 students.

IMPLEMENTING THE LIFELONG LEARNING PROJECT

In 1975, an education needs study identified educational needs of adults across the state as being about equally distributed among work-related education and self-enrichment. In addition, a state audit of off-campus education recommended changes in administrative structure and service format for adult education; and responsibility for adult education was assigned to different agencies. By 1980, communication among these agencies was of concern, and the ECS project was seen as an opportunity to identify statewide goals and policies for lifelong learning by bringing together the organizations and individuals involved in adult and continuing education.

Three steps were taken immediately to implement this objective:

1. The executives of four state agencies--the Legislative Educational Planning Committee, the Board of Regents, the State Board of Education, and the Department of Human Resources--agreed to serve as ex-officio members of the advisory committee and on the executive steering committee for the project. (Since most educational effort for adults is undertaken for work related reasons, the involvement of the Department of Human Resources was a key factor in achieving the goals of the project.)

2. A second "work" committee was established consisting of staff from each of the four agencies.

3. To assure representation and viewpoints from decision makers throughout the state, an advisory committee of some 35 members was created, including members from the Senate and the House of Representatvies, adult education practitioners, higher education institution presidents, and representatives of the Board of Education, the Board of Regents, labor, business, and industry. This committee was expected to serve as a "lifelong learning planning board" for Kansas, and was effective well beyond expectations. Its work became the center of the project, and its efforts in the establishment of policy goals for the state was perhaps the major single achievement of the project.

ASSESSING THE EDUCATIONAL NEEDS OF KANSAS CITIZENS

The first substantive task of the project was the develpment of an assessment instrument to determine lifelong learning needs in the state. Results of a 1975 study, "Appraisal of Interest in Continuing Education Opportunities Among Kansas Adults" were available, and based on them and on questions to which adult educators were seeking answers, an eight-member committee developed a statewide survey of adult Kansas citizens to assess their needs and interests in educational activites. Working through the Kansas Council for Continuing Education and with Washburn University serving as the host institution, the staff administered the questionnaire by personal interview to a sample of 998 Kansans. Of the respondents, 48 percent said that they would undertake educational activities for life enrichment or self satisfaction,

compared to 63 percent of the 1975 sample. Thirty percent (compared to 27 percent in 1975) said their studies would be work related. But while more people said their goals were self-satisfaction or life enrichment than work related, when asked why other people want to participate in educational activities, they reported opposite views: They said most other people would participate for work-related reasons rather than for life enrichment.

The 18-34 year old group was interested in work related activities predominately, and people taking education for work were primarily interested in business and business management or technical occupations such as welding or electronics. Forty-three percent of the sample wanted college credit for the courses they take. Of those, 62 percent thought they would need help in basic mathematics and English, compared to 41 percent in 1975.

When asked if they were on the mailing list or received mail from postsecondary institutions, 64 percent were not on any mailing list, while 22 percent received communications from Kansas universities, 13 percent from community colleges, and only 10 percent from vocational schools. Half of the sample said they had not been on any postsecondary campus in the last two years.

Among those who did not expect to participate in the next ten years, their reasons divided largely between no desire (42%) and perceived barriers (47%), such as no free time, lack of money, family obligations, transportation problems, age, or poor health. Lack of free time was most often a problem for better-educated, higher-paid respondents in the middle-age bracket of 35 to 54. As might be anticipated, cost was least often the barrier named by this group. Some 64 percent of the total sample would like to pay for courses on an installment or credit-card basis. Since 1975, the point at which the sample perceived courses to be too expensive had increased from $50 to $75. Travel distance had increased slightly--from "10 to 20 miles" to 24 miles. For those desiring college credit, 29 miles was considered reasonable.

When asked if they intended to be involved in educational opportunities in the next three years, 46 percent said "yes"--the same percentage as in 1975. Seventeen percent said they intended to be involved within the next ten years.

Tuesday, Wednesday, and Monday were listed as the best days for classes, with the weekend the worst. Fifty-nine percent of the interviewees would rather have a course meet once a week rather than two or three times a week, although 17 percent expressed opposition to single weekly class sessions. Sixty-five percent favored class meetings in the evening over several weeks rather than during an intensive time period. Only one-third thought that meeting on a college campus was a valuable facet of a course, and for almost half of the sample, it made no difference.

Clearly, face-to-face traditional learning opportunities are heavily preferred, as the following responses show:

	Like Very Much	Dislike Very Much
Traditional Face-to Face	65%	2%
Television	9%	16%
Correspondence Study	7%	22%
Telenetwork System (Telephone)	6%	26%
Radio	4%	24%
Courses by Newspaper	5%	25%

When asked to select the ideal way for a course to be presented, 78 percent said the traditional way--an instructor present with the students. When asked if colleges, universities, and vocational schools in Kansas were doing all they could to make educational opportunities available to adults, 64 percent agreed with the statement, 13 percent disagreed, and 23 percent responded that they didn't know. Seventy-five percent stated they could not recommend anything further Kansas postsecondary institutions should be providing.

ASSESSING SELECTED LEARNING OPPORTUNITIES IN KANSAS

To identify the extent and kind of learning opportunities currently available to Kansas citizens, the project staff surveyed secondary schools, postsecondary institutions, labor organizations, professional associations, local and state government agencies, and business and industrial corporations regarding the noncredit educational opportunities that they offered to people age 18 or older and that (1) had stated or identified goals and objectives; (2) were led by persons specifically qualified by education or experience; and (3) followed a published schedule, meeting at a particular time for a specified period.

Among a sample of Kansas business and industries with more than 100 employees, such opportunities were available to approximately 10 percent of the firms and were related primarily to professional or vocational-technical development.

Among 38 professional associations surveyed, only 4 indicated they provided such learning opportunities and then in only limited numbers. Most indicated that other providers, such as higher education institutions, served their members instead.

Among 31 labor unions, four had educational activities to report. All four classified the purpose of their training as technical-vocational--improving skills needed in their specific occupations. In three cases, the training was required for promotion and pay increases.

Among the state's 306 school districts, in 1979-80 33 provided noncredit activities for adults apart from adult basic education. Over half of these programs were offered in four cities--Wichita, Topeka, Lawrence, and Manhattan.

Of Kansas's 36 adult basic education centers, 17 are located in unified school districts and 19 in community colleges throughout the state within the easy reach of most Kansas citizens. The centers were mandated by legislation stating that adults who desire to continue their education should be allowed to do so to at least the level of completion of secondary school and that training should be made available to them to make them more employable, more productive, and more responsible citizens. Most of the 36 centers are open for both day and night courses. In 1980, 7,495 Kansas residents received a General Education Diploma (GED) from their work in these centers, and 5,251 completed essential survival skills training through the seventh grade level.

In terms of vocational-technical education, during 1980 13 area vocational-training schools provided 359 programs in 84 subject areas for 22,517 students; 19 community colleges offered 253 programs in 62 subject areas for 11,653 students; and 36 unified school districts provided 59 programs in eight subject areas for 1,691 students.

Among the local and state government agencies that responded to the survey, 42 listed a total of 301 learning opportunities ranging from solar energy to industrial development. Of the 301, 180 had as their purpose professional development, 64 were classified as vocational-technical education, 26 related to hobbies and avocations, 20 related to managing personal affairs, and 11 focused on general education. The majority of the activities were free; however, a few charged fees, ranging from $1 for a defensive driving class to $200 for a city clerk certification institute. Fifty-seven percent led to some sort of recognition, including promotion or salary benefits; one-half were attended on a voluntary basis; and approximately three-fourths were available only to local and state governmental personnel.

POSTSECONDARY PROGRAMS

During 1980, Kansas's 42 proprietary schools offered 137 educational programs at locations across the state. Their fees ranged from $20 for personal or business life insurance to $6,000 for court reporting. Technical-vocational development accounted for 82 percent of the programs; professional development, including improving professional competency, accounted for 15 percent; and personal development accounted for 3 percent.

Beyond the cooperative extension services offered by Kansas State University and cooperative extension agents, in 1980 the 51 colleges and universities in Kansas offered 5,361 noncredit adult learning activities to 267,072 people. Many of these activities had the purpose of general education, with recreation, technical-vocational skill development, and professional development next in order. Most activities were taught in face-to-face settings. Use of other delivery methods such as television, radio, interactive telephone and correspondence were minimal at best, despite the fact that the state runs a $150,000 Telenetwork System that links 32 classroom settings across the state, including all six Regent universities.

DEVELOPING STATEWIDE ADULT EDUCATION GOALS

After all of the preceding data was available, a prominent futurist and adult educator, Warren L. Ziegler, was contacted to assist the project staff in designing two "futures invention" workshops for advisory committee members--one on May 3-4, 1982, in Lawrence, and the second on June 14, 1982, in Topeka.

"Futures invention" is basically a three-step process by which policy makers and community leaders can effect positive change: (1) setting desirable goals; (2) devising specific strategies for the achievement of the goals; and (3) implementing those strategies. The workshops were designed to focus on the first two of these steps, with the first concentrating on goal development and the second emphasizing implementation strategies and initiatives.

Each participant was asked to imagine what types of adult learning services should be available and at what level of public or private financial support. In addition, they were asked to evaluate the impacts, advantages, and disadvantages of each service as though they were living in Kansas 20 years from now when those goals might well form the foundation of public policy for lifelong learning.

The participants then met in groups of three, which in turn were combined into larger groups. As much consensus as possible was sought regarding future goals and directions at each new level. Near the end of the process, the participants were asked to write a "futures history"--an account of how their imagined goals had come to be achieved over the next 20 years. This documentation served as "backward mapping" of the practical steps that policy makers today should consider for possible implementation. Examples of these steps include:

- Regional councils should cooperatively serve geographic areas in a comprehensive, coordinated manner;
- The availability and most efficient and effective uses of new communications technologies should be assessed, and an overall strategy for regional and statewide use of these systems should be developed;
- State-level funding incentives should respond positively to higher education institutions that provide the most effective services for adult learning needs;
- Media promotion of the value and importance of adult learning should particularly emphasize attracting adults who are least well educated to the use of existing and available resources;
- Advisory and counseling services should be well established and available to adults in major communities across the state;
- Clear responsibility for services should be evident among the many providers, thereby eliminating duplication of services and programs;

- Public support of education opportunities for adults should be delivered through a single, state-level administrative unit that allows for a multiplicity of delivery approaches in order to be responsive to the diverse needs of adult Kansans; and

- Access to large information banks such as the Library of Congress and the On-Line Computerized Library Catalog should be widespread as a result of low-cost, technologial advances. Widespread use of home computers, educational television, and other communications advances will interact with these information banks.

The following recommendations represent refinements of the goals that resulted from the workshops:

> Lifelong learning is for all adults and should be available to all adults.
>
> Opportunities for lifelong learning should be available in a wide range of circumstances and settings and should encourage participation by the largest number of individuals and groups.
>
> The responsibility for participation in lifelong learning activities rests with individuals and with groups to which individuals belong.
>
> Lifelong learning should be provided through a mix of public and private organizations and institutions.
>
> To the maximum degree possible, adult learning opportunities should be individualized, personalized, and self-directed.
>
> Communications technology should be a significant factor in delivering educational opportunities to adults.
>
> Lifelong learning because of its variety, diversity, and multiplicity, requires careful coordination to assure adequate and appropriate services and wise use of limited resources.
>
> Planning and organizing for adult learning opportunities and the development of programs responding to adult needs should be a locally and regionally based.

A number of proposals were offered but no significant agreement emerged on one issue: the role of state government in lifelong learning. A frequent comment was: more promotion, less regulation; more positive leadership, less limitation; but the issue of the function of government in adult education in the long term will be pursued as the above goals are implemented.

Regarding the initiatives that need to take place in the state to be certain the above goals could and would be implemented, the advisory committee members agreed on these five steps:

1. Report the project findings and recommendations to the officially designated bodies who encouraged and supported it--the Kansas Board of Regents, the State Board of Education, and the Legislative Educational Planning Committee.

2. Encourage the development of a conference in the state, which might take the form of a Governor's Conference on Adult Education, to involve more people in thinking through the issues the goals identified by the advisory committee.

3. Develop and propose a legislative resolution that commends and promotes adult learning in Kansas and begins to establish a mechanism to encourage communication and coordination between public and private sectors, create possible funding options, and encourage a focus on adult learning needs.

4. Organize a statewide Task Force Council to address issues raised in the project report, serve as a focal point for adult education awareness, and encourage implementation and response to adult education needs in the state. Specific responsibilities would include:

   a. Serving as the catalyst for designing the specific steps necessary for implementing the action steps;

   b. Maintaining a clearinghouse of information on adult learning resources and needs;

   c. Conducting research, evaluation, and dissemination activities according to the demonstrated needs of both adult learners and service providers, including sponsorship of state and regional needs assessments;

   d. Assuming the primary responsibility for publicizing the value and importance of further learning to Kansans of all ages;

   e. Establishing guidelines for the eventual establishment of a limited number of regional lifelong learning councils within the state;

   f. Serving as a conduit of funding from both public and private sources in support of regional plans and activities; and

   g. Serving as a mechanism for communication and cooperation among leaders in the public and private sectors.

5. Develop a regional pilot program that will (1) involve private and public providers of adult education and identify what programs need to be developed and what steps must be taken to serve all adult Kansans in that area, and (2) serve as a model for eventual development of regional units covering the state.

The interest of the Legislative Educational Planning Committee has proved to be a significant asset as Kansas focused on adult education goals. In part as a result of their interest, combined state-level organization meetings are planned for Fall 1983 to extend the ECS/Kansas study by developing an implementation package to initiate the adult education activities specified

in the study. Thus the fundamental hope of the Kellogg-funded project--that statewide activities would continue after the project had concluded--has been realized in Kansas. It is anticipated that significantly greater steps will occur as more organizations, institutions, and individuals are involved in actual implementation of adult education goals and ownership of adult education activities in the state.

ASSESSING THE BENEFITS OF ADULT LEARNING

Finally, the ECS/Kansas project addressed the benefits that might accrue to individuals and the state because of adult participation in learning activities. A careful review of existing research indicated that many studies had been done relating to economic benefits because of learning participation, but few were available that spoke to the issue of non-economic benefits.

A subcommittee of the advisory committee was established to develop a survey instrument to assess these non-economic benefits. The basic premise was that perceptions of the level of benefits received would correspond positively with a number of variables including:

1. Reasons for initial enrollment in a noncredit adult learning experience;

2. The extent to which benefits were expected from the experience;

3. The extent to which satisfaction was obtained from the experience;

4. The level of enthusiasm for the instructor and instructional approach;

5. The extent to which the adult learner played an active role in the design, execution, and evaluation of the learning experience;

6. The amount paid for the experience;

7. Formal recognition received as a result of participation in the experience, such as continuing education units, certificates, or salary increases; and

8. The number of hours engaged in the learning experience.

The survey instrument sought to measure perceived benefits. Unexpected benefits that might have resulted from the learning opportunity were not measured since the instrument intended to identify characteristics of learning opportunities available to all participants. Obviously benefits that were not perceived by the participants might be detected by observers who could assess the extent to which the learners' behavior or circumstances had been altered as the result of their participation. Additional assessment may wish to include such external evaluation.

The instrument was given to groups of adult learners participating in four different types of programs: (1) adult basic literacy; (2) noncredit nursing education; (3) community college; and (4) structured cooperative-extension learning.

A total of 596 Kansans returned completed questionnaires, representing approximately a 50 percent response rate. Data has been compiled for comparisons among and between the four groups. Preliminary indications suggest that the more positive the experiences of the adult learners in regard to each of the eight influential variables, the greater their overall perception of having benefited from the learning opportunity. A complete report of the results will be available shortly that will list specific identification of actual benefits. The report will also review the subject of learning benefits in order to provide perspective for future evaluators; it will include a replicable model as well as a valid instrument to conduct additional analyses of non-economic benefits that accrue to individuals and society because of learning opportunities; and it will illustrate how information from cost-benefit research can be presented effectively for state officials.

SUMMARY

As illustrated by the futures invention process, the ECS/Kansas project accomplished a great deal in a relatively short time in planning for the future of lifelong learning in the state. Much remains to be done, but a corps of interested and committed people in the state are available and ready to undertake the task. Initially, the project was viewed as a means of informational and interagency communication. Although this was a worthy and valuable goal in itself, the project achieved far more: Kansas now has a design and direction for the future of adult education.

PUBLICATIONS

The following documents from the ECS/Kansas project are available while supplies last from the Kansas Board of Regents, State Office Building, Topeka, Kansas 66612:

Continuing Education Needs and Interests of Kansas Adults, 1981. Personal interviews with 998 randomly selected Kansas citizens to determine educational needs, interests, and barriers in educational opportunities.

Summary and Highlights of Continuing Education Needs and Interests of Kansas Adult Learners, 1981. Identification of important and major findings and results from personal interviews of 998 randomly selected Kansans in which needs and interests were expressed.

Non-Credit Continuing Education Activities in Kansas Universities and Colleges, FY 1979-81, 1982. Presents the findings of an evaluation of all non-credit offerings available from Regents universities, community colleges, and private colleges and universities in the state. Data is presented on a series of factors grouped by local institution program control and responsibility, cooperative program responsibility with another institution or agency, and host services.

Non-Credit Continuing Education Activities in Regents Institutions in Kansas, FY 1979-1981, 1982. Presents the findings of a three-year evaluation of all continuing education non-credit offerings from six Kansas Regents universities, based on a series of factors including purpose of instruction, funding sources, participant and instructor qualifications, and number and content of activities.

Techniques for Assessing Organized and Structured Non-Credit Learning Opportunities, 1983. Develops a rationale for assessing organized and structured learning opportunities that impact on economic development activities. Included is a recommended assessment technique and instrument and a summary of findings from an evaluation of business and industrial learning opportunities available in Kansas.

Non-Economic Benefits of Adult Learning, 1982. Discusses individual and societal non-economic benefits that accrue because of participation in adult learning opportunities by four different groups of learners: cooperative extension participants, nurses, community college adult students, and basic education learners.

A Description and Summary of Organized and Structured Learning Opportunities through the Kansas Cooperative Extension Service, 1982. A survey of all organized and structured learning opportunities for adults offered during a calendar year by all Kansas Cooperative Extension personnel including delivery format, content, time and level and type of instruction.

Goals for Kansas in Adult Education--The Use of the Futures Invention Process for Goal Setting, 1982. A summary of the futures invention process applied to establishing or inventing a planned future for adult education in Kansas for the year 2000. The report describes the process, the goals emanating from the process, and initiatives to implement these goals.

Enhancing the State Role in Lifelong Learning--A Summary Case Study, 1982. A summary of activities, goals, and results of the ECS/Kansas project.

THE NEW YORK STATE CASE

Norman D. Kurland

THE DEMOGRAPHIC ENVIRONMENT FOR STATE-LEVEL PLANNING

In recent decades, the growth rate of America's population has slowed considerably, and in some states like New York it has stopped. In fact, between 1970 and 1980, New York actually lost 700,000 people. During this same decade, the American labor force grew by more than 25 percent; and despite New York's population decline, its labor force grew by 8 percent. This growth was a result both of the entry of the "baby boom" generation into the workforce and of the dramatic increase in labor-force participation by women; but it led to increased unemployment and declining real wages.

The 1980s present a very different picture for New York than the 1970s. The labor-force growth rate is declining and will approach zero by the end of the decade. This slow-down will be accompanied by considerable upward pressure on real wages and by shortages both of key skilled workers and of unskilled workers. Some of this latter shortage will be met by immigration, especially from Central America and Caribbean countries. Yet competition for traditional blue-collar workers will be intense, especially with the growth of service industries such as health care which demands large numbers of semi-skilled employees. The challenge for New York will be to minimize these adjustment problems by retraining and placing workers so that the benefits of growth can be shared by all households and communities.

While the overall growth of the work force is slowing down, the average education level of workers is increasing dramatically. The great majority of those workers who are retiring during the 1980s did not remain in school beyond the eighth grade. By contrast, over half of those entering the labor force during this decade will have stayed in school beyond high school. The proportion of workers with only an elementary education will decline from 10 percent of the work force in 1981 to almost zero by the end of the century. Between 1980 and 1990, the supply of college-educated employees will grow at double the rate of the 1970s. By 1990, 4.5 million New Yorkers over the age of 25 will have completed at least college, compared with only 3.2 million in 1981. By contrast, the number who have not graduated from high school will decline from 3.3 million to 2.7 million, and the share of the New York work force made up of 16-to-24-year olds--the group with the highest unemployment rate--will decline from 19.4 percent to 15.2 percent. Table 1 on the next page shows the percentage of these groups in the 1980 and 1990 population.

TABLE 1 Percent Distribution of the New York State Population 25 Years and Over by Educational Attainment, 1980 and Projected 1990

Educational Attainment	1980	Projected 1990
Four or More Years of College	16.9%	19.8%
One to Three Years of College	13.4	16.5
High School Graduation	37.5	41.6
Less Than High School	32.1	22.1
TOTAL	99.9%	100.0%

NEW YORK'S ECONOMIC ENVIRONMENT

New York and the nation are now passing through an economic revolution as profound and far-reaching as the industrial revolution of the nineteenth century. The long-run economic outlook for New York State depends more than anything else on its ability to adapt to the transformation of its economy from one in which growth is based upon the processing of goods to one in which growth is based upon the processing of information.

As New York State's industrial economy becomes technologically more complex and its information economy expands, education and training will become more and more essential to those who seek to work their way out of poverty. Already, high school dropouts are twice as likely to become unemployed as are high school graduates and four times more likely to become unemployed than college graduates.

According to Governor Hugh Carey in his 1982 economic message, "Building From Strength: A Program for Economic Growth and Opportunity," the transition of New York's economy during the next five years will be shaped by six important forces:

1. The continued growth of the service sector--in particular, information services, communications, and financial services relative to manufacturing;

2. The technological revolution in data processing and telecommunications;

3. The growth in world trade;

4. Demographic shifts and reduced labor force growth;

5. Energy prices and possible energy scarcity; and

6. Changes in federal programs and policies.

These forces will propel the economy toward a growing dependence on skilled and educated employees. State policy must intelligently anticipate this need and anticipate the problems that will accompany it if the state is to retain its competitive advantage, particularly in a time of scarce government resources.

New York State is richly endowed with highly educated and skilled employees. Thirty percent of its labor force work in professional, technical, or managerial occupations, compared to only 26 percent for the nation at large. More than 10 percent of the nation's scientists and technicians live and work in New York. And although New York's work force makes up only 7.9 percent of the nation's work force in private employment, New York employs over 18 percent of the nation's workers in electronic computing equipment and nearly 15 percent of the nation's workers in broadcasting, as Table 2 shows. Table 2 also shows that high technology industry is growing rapidly in the state.

TABLE 2 New York State's Share of National Employment in Information-Related Industries

	New York State Employment as a Percent of U.S. Employment	Percent Growth in New York State 1976-1980
Electronic Computing Equipment	18.2%	+24.3%
Broadcasting	14.9	+25.2
Commercial Banking	11.2	- 7.4
Insurance	11.0	- 1.6
Printing and Publishing	9.8	+ 5.8
Telephone and Telegraph Services	9.4	- 2.4
Electronic Systems	9.3	+28.1
Electronic Components	8.6	+20.3
Total Private Employment	7.9	+ 6.8

Constraints may inhibit this economic evolution, however. New York must provide a residential environment that attracts "knowledge workers." It must ensure that the opportunity to participate in economic growth is extended to all New Yorkers. And although the skill level of New York's labor force is growing, rapidly expanding industries may face shortages of key skills, while workers who lack skills or whose skills are rendered obsolete by technological progress.

THE EDUCATIONAL ENVIRONMENT

New York State contains an exceptional array of educational institutions, as Table 3 shows. It includes the largest as well as the third largest public

TABLE 3 Number of Institutions Serving Adults Under the Jurisdiction of the Regents of the University of the State of New York

Provider	Total
Public School Districts Providing Continuing Education	530
Boards of Cooperative Educational Services (BOCES)	44
Public Libraries	721
Public Library Systems	22
Museums and Historical Societies	750
Educational Television Stations	9
State University of New York (SUNY)	
Four-Year Colleges and Universities	29
Community Colleges	30
Agricultural and Technical Institutes	6
City University of New York (CUNY)	
Four-Year Colleges and Universities	11
Two-Year Colleges	7
Proprietary Institutions	
Degree Granting	27
Non-Degree Granting	367

university systems in the nation--the State University (SUNY) and City University (CUNY), respectively. Each year, its degree-granting institutions graduate 35,000 technicians and award over 7,000 engineering degrees.

Most colleges and universities in New York State charge tuition or fees to adults, but the state supports some adult basic education, high school equivalency classes, and adult evening school programs. In addition, adults who enroll in credit-bearing courses are counted for state support, and full-time students who meet the needs eligibility requirements receive tuition assistance.

All education in New York State is under the general supervision of the Regents of the University of the State of New York. The State Education Department, the administrative arm of the Regents, is divided into four major units (1) Elementary, Secondary, and Continuing Education; (2) Higher and Professional Education; (3) Cultural Education; and (4) Vocational Rehabilitation--each of which has responsibility for some adult services. The Office of Adult Learning Services in the Office of the Commissioner of Education is responsible for coordination and planning of adult services throughout the Department. An Adult Learning Services Committee includes

representatives from all major units in the Department that serve adults, and the Commissioner's Advisory Council on Adult Learning Services consists of representatives from 38 areas that have an interest in services to adults.

ASSESSMENTS OF LEARNER NEEDS

Over a period of eight years prior to the ECS Lifelong Learning Project, the New York State Education Department undertook at least four major efforts to gather planning information regarding the status of adult learning:

- From 1974 to 1978, in its Adult Postsecondary Continuing Education Needs Assessment, it funded a series of eight regional interview and questionnaire studies through Title I of the Higher Education Act of 1965 in order to gain an assessment of adults' educational needs and available resources in the postsecondary institutions of the eight major regions of the state.

- From 1974 to 1979, in its Study of Adult Education, it undertook literature reviews and consultation with specialists throughout the nation regarding the future needs of adults for learning opportunities, in order to determine what the role of the Board of Regents and the State Education Department should be to help meet those needs.

- From 1975 to 1980, its Continuing Education Needs Assessment involved interviews of some 28,000 adults regarding their learning interests, preferences, and constraints.

- In 1976 and 1980, the Regents' Statewide Plan for the Development of Postsecondary Education--required by statute each four years--increasingly examined issues related to adult learners. This master planning process included extensive data collection from all postsecondary institutions and analysis of that data by the State University, the City University, the independent institutions, and the Department; responses to questions and issues sent to all institutions to guide their submission of planning data; and consultations with leaders and key planning officials throughout the postsecondary community.

All of these assessments laid the foundation for the establishment of both the Office of Adult Learning Services and the Commissioner's Advisory Council on Adult Learning Services and set the stage for the goal setting process that was the major focus of the activity under the ECS project. They demonstrated that there was extensive participation by adults in learning activities in the state and extensive provision of services by a wide array of providers. They also showed that there was extensive variation in the rates of participation among different sub-groups in the population and in different parts of the state. And they revealed that little systematic planning was occurring for meeting the needs of adult learners. Much of what was being provided had developed as a result either of initiatives by particular institutions or of demands from particular groups that were able to get their needs responded to by institutions. A small portion had come from initiatives by goverment--and particularly the Federal government--in meeting

the needs of disadvantaged adults and such special groups as unemployed workers and immigrants.

In sum, these assessments were useful in determining the scope of adult learning in the state and identifying some of the problems associated with providing full opportunities for adults from all backgrounds, and data from them were helpful in supporting legislative proposals to address these problems. They were less useful, however, for determining solutions to these problems or for building consensus about the problems and their solution.

THE ECS/NEW YORK STATE PROJECT

The major thrust of New York State's effort under the ECS project was to develop goals for adult learning services in the state for the year 2000 and gain acceptance of the goals by the educational community in the state, the Regents, the Governor, the Legislature, and the public. Just before the project was initiated, the Commissioner's Advisory Council on Adult Learning Services had decided to undertake an effort to develop such goals, and the project enabled the Council to use the "futures invention" process developed by Warren Zeigler at Syracuse University. A colleague of Dr. Zeigler, Grace Healy, served as consultant to the Council for this purpose.

At least 12 issues were identified for consideration in the goal setting process:

1. What should be the role of the state in the provision, organization, and regulation of adult learning opportnities in the state?

2. What is the public interest in adult learning, and what are the limits of public involvement in the provision of adult learning?

3. How should adult education be used to help in economic development in the state?

4. What institutions should provide remedial education for adults, how much of it should be provided, to whom, and who should pay?

5. What should be done about "turf" conflicts and what should be the role of the state in resolving them?

6. How active should the state be in promoting collaboration among providers and regional planning?

7. What should be the state role in the provision of information and guidance services?

8. What should the state do to assure quality in the provision of educational services to adults, particularly in off-campus sites and through non-traditional modes of delivery?

9. Should there be any state funding of adult learning? If so, for what adults, what programs or purposes, to what institutions, and through what mechanisms?

10. How could the Governor and Legislature be persuaded to provide funds for adult learners?

11. What should be the priority given to adult learning among all of the demands for services requiring state resources?

12. And how could existing resources be better utilized to meet the needs of adult learners?

The Council recognized that a number of agencies and organization must be involved in the effective formulation of policies, including:

- Central administrators and key campus leaders of the State University of New York and the City University of New York;
- Key independent institutions and the Council of Independent Colleges and Universities;
- Local Boards of Education;
- Superintendents of schools;
- Directors and deans of adult, community, and continuing education;
- Teacher and faculty organizations;
- Statewide and regional associations, particularly those concerned with adult and continuing education;
- State Education Department staff;
- The Commissioner of Education;
- The Board of Regents;
- Legislative leaders and legislative committees concerned with education and budgets;
- Executive Office staff, including the Budget Office; and
- The Governor.

Since the Councils' objective was to produce goals which would be based on broad commitment, it decided to seek ideas on what should be included from all such groups and individuals or their representatives. Thus a series of eight regional forums was held across the State during 1980-81 for a broad cross-section of leaders from education and other fields. A slide tape presentation developed by the project staff was used at each of the forums to set the stage for discussion of a draft statement of goals, and members of the Board of Regents and the Advisory Council attended the forums and

participated in the discussion. A wide range of views on the draft text was offered by participants, and their comments were analyzed and synthesized by the staff and presented to the Council for its consideration in revising the statement. The statement addressed eight issues in terms of goals:

- The first, the public interest in adult learning in the year 2000, identified the scope and areas of adult learning needed by the state.

- Goals Two and Three, on learning communities and the timing of learning in the year 2000, set directions for assuring that learners' needs are met.

- Goals Four through Seven, on the providers of adult learning, information and guidance services, quality control, and assessment of learning outcomes, provided guidelines for the learning services that will both respond to the public interest and meet learners' needs.

- And Goal Eight, on financing adult learning, presented funding arrangements to enable the other goals to be achieved.

In June 1981, the draft goals were considered by the Regents, and their comments were incorporated in the statement. That draft was reviewed by Department staff and further changes were made in it.

In October, the Advisory Council joined the Board of Regents for an informal dinner at which they exchanged views about the nature of adult learning, the problems that adult learners face in meeting their needs, and the kinds of policy direction that the Regents might provide for lifelong learning. In December, Commissioner Gordon M. Ambach formally presented the goals to the Regents, who adopted them unanimously. Subsequently, the goals were printed and widely circulated throughout the state.

This extended process, which took over three years, was designed to insure that the goals would be thoroughly scrutinized by all groups that would have a part to play in their implementation before they became official policy of the state. It was hoped that this process would mean not only acceptance of the goals themselves but also and more importantly support for the measures necessary to achieve their implementation by the year 2000.

The year 2000 was selected as the target data for the goals because on the one hand it is far enough in the future to allow time for the changes to be made that will be necessary to achieve their implementation while on the other hand close enough so that people could think realistically about the steps necessary to achieve them. This appears to have been an effective strategy. Indeed, implementation could not await for full conclusion of the goal-setting process. Certain needs required immediate attention, and the Department and Regents addressed them in submitting legislative proposals related to the evolving goals even before the goals were finally adopted. In addition, a number of recommendations made by the Advisory Council and participants in the forums have been implemented by the Department itself. Some have been simple, such as sending letters of congratulations from the Commissioner to persons earning a high school equivalency diploma, while others have involved complex problems such as the administration of financial aid programs to serve adult learners.

Views will differ on the probability of gaining enactment of the legislative proposals stemming from the project, but there seems to be a growing recognition by the Governor and the Legislature that the needs of adult learners are important ones to be met with State resources. Therefore, it seems likely that a major portion of the Regents' program will be adopted by the Legislature. However, as of May 1983 such action has not occurred.

Fortunately, legislation is not the only way to work toward implementation of the goals. One other activity involves an ongoing public awareness program. A key feature of this program was the designation of an Adult Learning Week, March 20-26, by Governor Mario Cuomo and the Board of Regents. Throughout the week, attention was directed toward numerous learning opportunities available to adults. Educational and cultural institutions, as well as business and labor organizations, actively participated in the week with open houses, seminars, workshops, and public information campaigns; the Education Department sent a special press packet to all media in the State; and the New York Telephone Company included a statement about adult learning, containing an offer to provide more information in bills that went to 6.5 million households. In response, some 3,000 persons sent requests for more information.

In addition, the Department has prepared statistical profiles of adult learning for 12 representative counties in the state, which identify indicators of progress toward the goals. These profiles have been sent to all members of the Legislature.

Finally, the second Adult Learning Week has been scheduled for October 1984, during the bicentennial of the University of the State of New York.

PUBLICATIONS

The following documents stemmed from the ECS/New York State project or from the State Education Department's related work in the area of adult learning are available from the offices of the Department listed here. The address of the Department is Albany, New York 12234:

Bureau of Postsecondary Planning. Adult Participation in Postsecondary Education in New York State, November 1980.

Division of Continuing Education. Continuing Education: Needs and Interests of New York State Adults, produced in collaboration with the Institute for Occupational Education, Cornell University, February 1980.

Office of Adult Learning Services. Adults Learning Here: How the New York State Education Department Serves Adults, January 1979.

--. New York State Goals for Adult Learning Services, December 1981.

--. New York State Education Department Programs for Adults, April 1982.

--. New York State Education Department Publications Related to Adult Learning Services, November 1982.

--. Adult Learning Statistical Profiles: New York State and Selected Counties, April 1983.

--. Adult Learning (brochure), May 1983.

THE OHIO CASE

Patricia A. Skinner and Ann H. Moore

The activities of the Ohio Board of Regents in the ECS Lifelong Learning Project have centered around the goal of expanding lifelong education of adults as it relates to employment and economic development in the state by building stronger links among all the organizations active in adult learning in Ohio. Lifelong education and training of adult workers involve not only educational institutions but also business and industrial organizations, trade and professional associations, and state governmental agencies. By sharing information, equipment, facilities, and expertise, these organizations can be increasingly responsive to the development of individuals and their respective communities. This case study, after briefly describing the environment for state-level planning in Ohio and outlining adult learning opportunities presently available in the state, outlines the three-phased approach that the Board of Regents used to accomplish this objective.

THE ENVIRONMENT FOR STATE-LEVEL PLANNING IN OHIO

Several demographic, economic, and educational characteristics of Ohio influence its long-term planning for adult education:

- First, approximately 68 percent or 7.4 million of Ohio's 10.8 million residents are over the age of 20, and like the nation at large, the median age of Ohio's population is growing older.

- Second, the northeast quadrant of the state is densely populated, with three major metropolitan centers of more than 500,000 each--Cleveland, Akron, and Youngstown. Other large metropolitan cities are located in the center of the state (Columbus and Dayton), southeast (Cincinnati), and northwest (Toledo); but apart from a number of mid-sized cities dispersed throughout the state, the rest of Ohio's land mass can be considered rural.

- Third, Ohio, like other Great Lakes states, has experienced declining employment in its large steel, rubber, heavy machinery, and transportation industries. Blue-collar workers have been particularly hard hit by the state's high unemployment rate. Chronic unemployment has had a serious economic impact on regions of the state with a concentration of heavy industry as well in some rural counties. In both areas, many of the unemployed lack skills that are transferable to other occupations. This problem is further exacerbated by the fact that new or expanding companies are reluctant to locate in areas with a large proportion of unskilled or semiskilled workers.

- Fourth, unemployment and some outmigration of companies and families have resulted in severe losses in tax revenues and a rapid escalation in basic welfare services. Together, these factors have limited the amount of state money available to public education.

- Fifth, Ohio is headquarters for 50 of the nation's "Fortune 500" firms, but 99.6 percent of the 200,000 firms in the state employ less than 500 people. Small firms ordinarily have fewer resources for inservice training and development than large corporations.

- Sixth, Ohio has traditionally been below the national norm in terms of its funding for public education and its percent of population attending colleges and universities. This fact, coupled with the demographic and economic conditions noted above, make it imperative that the public education system make efficient and effective use of available revenue and contribute significantly to economic revitalization.

- Seventh, Ohio's public education system is mature and is closely tied to the national economy as well as that of the state. It will be influenced during the remainder of the 1980s by such factors as these:

  - The availability of federal financial aid for students;

  - Changes in federal policies relating to education, such as the draft versus voluntary military or national service;

  - Decline in the traditional college-age population;

  - Changes in enrollment patterns among part-time, older students, women, minorities, and other groups;

  - Changes in public perception of the value of a college degree;

  - Competition among public services for limited fiscal resources;

  - Competition among institutions for students, especially in areas marked by outmigration of population;

  - Increase in the number of organizations providing educational services;

  - Changes in the nature and format of instructional programs; and

  - Increased or decreased articulation between the public schools and higher education.

OPPORTUNITIES FOR ADULT LEARNERS

Ohio's public education system is under the purview of two state agencies: ment of Education coordinates the activities of 615 county, city, and local public school districts that provide elementary, secondary, vocational, and adult education programs to residents of their areas. The Board of Regents is the state coordinating agency for the higher education system of 179 nonprofit degree-granting institutions, including 65 public two-year and senior campuses, 44 private liberal arts colleges and universities, and 70 specialized institutions such as art academies, seminaries, and nursing schools.

In terms of lifelong learning opportunities, adults in Ohio have a vast array of options, of which the following are the best known:

Adult Basic Education

One hundred and thirty-one school districts serve some 62,000 adults annually in adult basic education programs. About 10,000 of these adults are enrolled in high school continuation programs; the balance are learning basic skills, English as a second language, and citizenship. These programs receive state and federal support and are administered by the State Department of Education.

High School Equivalency Certification

The number of out-of-school adults and veterans passing the General Equivalency Diploma (GED) examination reached 14,000 this year, having increased approximately 20 percent annually for the past three years. This increase is attributed in part to the tight labor market and an upgrading of minimum requirements for entering military service. The GED program is supported on a fee basis and is administered by the State Department of Education through 70 sites around the state.

Adult Vocational Education

Approximately 325,000 adults are served annually through a variety of adult vocational education programs administered by the State Department of Education. Over 10,000 of them are enrolled in one-year certificate programs. Fifteen percent of the federal vocational education dollars received by Ohio is set aside for the training of adults. In the State, 102 Vocational Education Planning Districts offer adult vocational education programs in one or more of six categories--agriculture, business and office, distributive education, home economics, trade and industrial, and health.

Degree Programs

Almost half of the 384,000 students enrolled for credit in the state's public and private colleges and universities are over the age of 22, and fully one-fifth of them are over the age of 30. Student tuition and state subsidies are the main sources of support for degree programs in the public colleges and universities; private colleges do not receive state subsidies. Although Ohio's colleges and universities are autonomous institutions and determine their own programming needs, the Board of Regents coordinates their programs at the state level in order to assure maintenance of quality and effective use of state resources.

Noncredit Programs

Approximately 300,000 adults participate annually in noncredit offerings provided by Ohio's colleges and universities. Of these, approximately 80 percent are enrolled in skill/personal/professional development courses; the

balance are enrolled in cultural/recreational/avocational courses. These noncredit offerings are funded on a fee basis and administered by each individual college or university.

In addition, some 35,000 adults are enrolled in noncredit technical education programs in technical colleges. These programs are supported with federal funds and are administered by the State Department of Education.

Noncredit continuing education programs are also available to adults through many public school districts. These programs are operated on a fee basis by the school districts, and enrollment data are not gathered at the state level. Figures are also unavailable on the number of adults who participate in programs sponsored by nonacademic organizations such as employers in business, industry, and goverment; voluntary organizations such as the YMCA/YWCA, churches, and clubs; federal, state, and local government agencies; professional societies and associations; public and cable television; public libraries; and the military services. Despite the lack of data on these options, some evidence indicates continued annual expansion in the number both of these programs and the adults participating in them.

FOCUS OF THE ECS/OHIO PROJECT

The Ohio Board of Regents has long served as a catalyst and change agent in linking the resources of the state's higher education institutions more closely to the needs of learners and of business, industry, and government. For example, in pursuing these linking activities in relation to the research mission of higher education, it has developed four experimental projects that have been funded by the Ohio General Assembly:

- Ohio Inter-University Energy Research Council (OIUERC): Established in 1977, OIUERC is charged to "promote, coordinate, facilitate, and evaluate energy research and seek support and accept grants for energy research and development." Under it, Ohio's 12 state universities and two private universities have established priorities which include coal research, alternative sources of energy, and energy conservation.

- Ohio Coal Research Laboratories Association, Inc. (OCRLA): OCRLA is a nonprofit corporation whose purpose is to pursue research and education programs on coal and coal-related problems. As a consortium of four Ohio universities, OCRLA works in cooperation with other colleges and universities and other research organizations such as Battelle's Columbus Laboratories, the Air Force Institute of Technology, and NASA's Lewis Research Center.

- Urban University Demonstration Program: Through this program, Urban Study Centers have been located on the campuses of Ohio's eight urban state universities to provide education, research, and assistance capabilities to help solve problems directly related to Ohio's population centers.

- Ohio Technology Transfer Organization (OTTO): OTTO was created to provide coordinated access to the technical information, services, and counsel

available through Ohio educational institutions, state and federal agencies. A full-time OTTO agent is located at each of 15 technical and community college campuses to help small business enterprises learn and use current technical knowledge. The Ohio State University serves as the research and information hub for the OTTO network.

For the ECS Lifelong Learning Project, the Board of Regents sought to link representatives of a variety of organizations to accomplish the following objectives:

- Probe the concept of linkages and ascertain structures, actors, and barriers important to the linkage process;
- Assess the needs of adult learners in the workplace;
- Assess the capabilities of educational institutions to meet the needs of business, industry, and government;
- Determine the scope of training and development opportunities available within business and industry;
- Determine how higher education institutions can be more responsive to the training needs of Ohio adults;
- Develop and pilot test structures for continued collaboration and cooperation between the providers and users of educational services; and
- Evaluate project activities in the context of future Board of Regents' linkage efforts, particularly those which will result in policy planning and implementation.

The Board encouraged local colleges to assume the major responsibility for building stronger relationships with business, industry, and governmental agencies in their own communities. It organized project activities into three phases: (1) exploration of needs and capabilities, (2) development of linkage strategies, and (3) implementation and evaluation of activities which would lay the foundation for statewide policies related to lifelong learning in Ohio. It then provided supplemental funding for some of these activities through Title I of the Higher Education Act and the Comprehensive Education and Training Act (CETA).

EXPLORATION PHASE: ASSESSING NEEDS AND CAPABILITIES

The exploration phase of the project was designed to: (1) probe the relationships between higher education institutions and business, industry, and government; (2) assess the education and training needs of adult learners; and (3) determine how and to what extent these needs were being met. The Board of Regents undertook four specific projects during this phase to accomplish these objectives:

Regional Linkage Conferences

Five regional conferences were held in the Akron-Canton area, Cincinnati, Columbus, Dayton, and Toledo to explore how educational institutions can provide better services to meet the needs of business, industry, and government; describe successful programs of cooperation which have already been initiated between business, industry, government, and higher education; and serve as a catalyst for future action-oriented, problem-solving activities.

The conferences were a cooperative venture involving the Board of Regents, colleges and universities, the American Society for Training and Development, the Ohio Chamber of Commerce, the Ohio Manufacturers' Association, the Ohio Department of Economic and Community Development, and local business, industry, and governmental groups. Approximately 350 persons participated in the conferences, discussing such topics as financing small business, developing human resources, and meeting the state's needs in high technology and telecommunications. Three tangible results of the conferences were the development of local resource directories, design of a framework for regional work and learning councils, and provision of an opportunity for communication and cooperation among diverse groups not accustomed to working together.

Each conference was evaluated separately, but all were generally successful in meeting their objectives. The major weakness of some--and a constant challenge to such meetings--was under-representation of business, industry, and government participants.

Survey of College and University Noncredit Continuing Education Activities

In September 1981, the Board of Regents conducted a survey of all noncredit courses and workshops offered by Ohio's public and private colleges and universities during the previous academic year. The survey sought to learn not only the type and number of these noncredit offerings but also their major target audiences and location of offerings. This survey was a first attempt in Ohio to collect such data, and it served as a test for collecting such information annually.

The 1981 survey indicated that 79 of the 115 responding institutions provided a total of 10,473 noncredit offerings during 1980-81 to 267,077 registrants. Nearly half of these offerings (48 percent) were categorized as skill and professional development oriented, while the balance were dispersed among personal/intellectual development, personal/family living, society/community awareness, and cultural/recreational/avocational. In July 1982, a similar questionnaire found that 88 of 124 responding institutions offered a total of 10,902 noncredit courses to 278,298 registrants--an increase of approximately 400 offerings and 10,000 registrants over the previous year. The 1982 findings also indicated a general increase in skill and professional development offerings and a decrease in recreational/avocational offerings. (Additional findings can be found in "A Report on Noncredit Continuing Education Activities in Ohio 1980-81," and "A Report on Noncredit Continuing Education Activities in Ohio, 1981-82," both available from the Board of Regents.)

Survey of Employer-Sponsored Instruction in Ohio

This survey sought a better understanding of the nature and scope of training provided by business and industrial firms in Ohio. Underlying it were two basic questions: (1) To what extend does employer-sponsored instruction serve the continuing education needs of the adult workforce? And (2) how can business, industry, and higher education institutions work cooperatively to ensure that these training needs are met?

The method for this survey, which served an important end in itself, put local college representatives in contact with executives of companies in their own communities, opening channels for further dialogue and cooperative activities.

Their conclusions included:

- Employer-sponsored training programs in Ohio are less pervasive than often imagined, indicating a substantial need for continued educational and professional development of the adult workforce.
- Employer-sponsored instruction is provided to only a small segment of the total adult workforce, indicating that a substantial population of adults in the workforce are not being served.
- Many companies are meeting only a small portion of their human resource development needs through their own instructional programs, indicating a need for assistance in expanding the scope of programs.
- Colleges and companies often work at cross purposes toward similar educational objectives, indicating a lack of communication and understanding on the part of both types of organizations.
- Colleges and universities can play a more significant role in the retraining and upgrading of the adult workforce.

(Findings of the survey are reported in "Employer-Sponsored Instruction: Focus on Ohio Business and Industry," also available from the Board, which indicates the type and size of training efforts, format of instruction, clientele, tuition assistance provided, and instructional needs not currently being met by companies.)

Survey of Exemplary Services Provided to Business, Industry, and Government by Ohio's State-Assisted Colleges and Universities.

This survey sought to assess and publicize both the actual and potential capabilities of Ohio's postsecondary institutions for service to business, industry, and government.

Each of the state-assisted colleges in Ohio was asked to submit at least three specific examples of services that it provides to business, industry, or governmental agencies at little or no charge. The institutions submitted more than 300 examples of services, ranging across a broad spectrum of

technical and managerial assistance and including instruction and research tailored specifically to company needs.

This survey encountered two major problems: First, finding institutional representatives who could provide the best examples was difficult. The survey was sent to institutional presidents, and responses came back from various locations within the institutions, indicating that most of them do not have a systematic way to catalog service activities. Second, the quality of examples varied significantly, due in part to the fact that some top-level college administrators have limited knowledge of the kinds of service activities taking place on their campuses.

Among the conclusions that have been drawn from these exploratory activities are these:

- Cooperation is increasing between Ohio colleges, companies, and government agencies, but efforts can be made to expand and sharpen these linkages.
- Large companies in Ohio are meeting most of their own training needs internally, but the rest are seeking assistance from outside vendors.
- Continuing education needs of the adult workforce can most effectively be met through a joint effort between companies and colleges.
- A number of internal barriers within colleges and companies inhibit cooperative work-education relationships.
- More effective publicity is needed regarding the availability of college and university resources.
- Greater flexibility is needed in the format of adult learning opportunities.
- All parties to the linkage process need to be represented in designing and strengthening work-education relationships.
- The best place for work-education relationships to be developed and strengthened is at local or regional levels.
- Collaboration between education providers is needed to guard against duplication of effort and gaps in service and make maximum usage of all educational resources.

DEVELOPMENT PHASE: DESIGNING AND TESTING LINKAGE STRATEGIES

Four developmental projects evolved from the exploratory activities of Phase One:

Continuing Education Newsletter

Continuing Education in Ohio, a quarterly newsletter originally developed under a Title I grant from the U.S. Department of Education, was redesigned to focus on higher education's links with business, industry, and government and to disseminate information about these links and about relevant activities of the Board of Regents to continuing education professionals in Ohio.

The newsletter was sent to college and university presidents, chief instructional officers, continuing education administrators, and librarians. It proved to be a valuable communication vehicle for increasing their awareness of issues concerning the linkage at both the national, statewide, regional, and local levels and stimulating new activities at the local level. It helped build consensus among continuing education aministrators and demonstrated to college and university leaders the role that continuing education professionals can play in enhancing the relationship between their institution and the local community.

Regents' Liaison Linkage Project

This project sought to increase continuing contacts between the Board of Regents, trade and professional associations, government agencies, and institutions in order to (1) inform the associations and agencies about higher education resources available to them and of higher education's willingness to provide those resources, (2) provide these associations and agencies with a means of alerting appropriate higher education institutions to their educational needs, and (3) help institutions indentify and respond to these needs.

An administrative team of the Board of Regents assumed responsibility for maintaining these relationships. On March 31, 1981, they held a meeting with some 50 organization leaders to outline the purpose of the project and provide an opportunity for these executives and Regents' staff to get better acquainted. Following that meeting, the staff worked on an informal basis to identify and articulate statewide needs. Particularly strong relationships developed with the State Department of Economic and Community Development, the Division of Vocational Education in the State Department of Education, the Ohio Manufacturers' Association, the Ohio Chamber of Commerce, the Associated General Contractors of America, and the American Society for Training and Development.

Regional Collaborative Councils

In 1981, the Board began pilot testing the development of regional Work and Learning Councils in five areas of the state--Akron/Canton, Central Ohio, Dayton/Miami Valley, Southeast Ohio, and Toledo. These councils are designed to provide a structure for continuing exchange of information and cooperation regarding job training and learning needs, problems, and opportunities among providers and users of adult educational services in each region.

Specific objectives and membership criteria of the councils were determined locally, although their members generally included representatives from key educational, employer, employee, and government groups in the region.

One model, the Central Ohio Work and Learning Council, was established in December 1981 in Columbus with four specific objectives: (1) to exchange information on program and activities related to cooperation between the sectors of education and work; (2) explore areas of possible new cooperative efforts; (3) explore ways to eliminate unnecessary duplication; and (4) develop and refine a model for regional work and learning councils that could be transferred to other areas of the state. The Council is co-chaired by representatives of the business and educational communities. Members include representatives of consortia and associations as well as individual businesses and educational institutions--among them a technical college, private university, public university, and proprietary institution, the Columbus Public Schools, the American Society for Training and Development, CETA, the Columbus Area Chamber of Commerce, the High Technology Task Force, the Higher Education Council of Columbus (a consortium of seven area colleges and universities), the Ohio Council for Private Colleges and Schools (representing proprietary schools) the Job Training Consortium (representing vocational schools), the Ohio Technology Transfer Organization, OPTIONS (a career counseling agency), the Private Industry Council, a representative from one company in each of five categories--retail, insurance, utilities, manufacturing, and scientific research--and the Board of Regents.

Council activities for 1982 were conducted by task forces with equal representation from employees and education and centered around three projects: (1) publishing a directory with summary statements about participant organizations; (2) developing a system for identifying, organizing, and communicating information on employer education and training needs; and (3) developing a similar system on education and training opportunities.

A second model, the "Buckeye Tourway Business and Industry, Research and Assistance Cooperative Extension Service" (TRACES), was initiated by a technical college president in a rural six-county area in southeast Ohio and evolved from a merger of the services formerly provided by the Ohio Technology Transfer Organization and the Job Training Consortium--a regional training brokerage service for business and industry administered by the Ohio Department of Education. As a result of this merger, TRACES coordinates the education, training, and technology transfer needs of business, industry, government, and other agencies to promote economic stability and growth in the entire region.

Membership on TRACES is institutional and includes three area Chambers of Commerce, one private college, two technical colleges, two university branch campuses, three offices of the Ohio Bureau of Employment Services, one joint vocational school district, the regional office of CETA, the Bureau of Vocational Rehabilitation, and the Ohio Mid-Eastern Governments Association. Ex officio members are the Board of Regents, the State Department of Economic and Community Development, and the State Department of Education. In contrast to the Central Ohio Work and Learning Council, which includes equal representation of employers and education, TRACES does not include company personnel as members. Instead, using two full-time staff, TRACES seeks to help area employers meet their training and technology transfer needs by "packaging" the resources and services of area agencies rather than having each organization approach employers independently. For example, when TRACES was able to attract an out-of-state manufacturing company to its service area, which

created 70 new jobs in a region with a 22 percent unemployment rate, training and technical assistance for the company were provided by several TRACES members.

Ohio Resource Network

This resource network was designed to publicize exemplary services of educational institutions that had been identified in the exploratory phase survey. From the materials submitted by the institutions, examples were chosen for inclusion in a booklet that would illustrate the variety and scope of services that currently exist and list the names and telephone numbers of institutional liaison officers for business, industry, and government. The booklet, "Ohio Resource Network: Mobilizing Colleges and Universities to Benefit Business and Industry," emphasizes institutional services to employers in five areas--new ventures, technological change, financial planning, management, and personnel training and evaluation. It was introduced at the annual meeting of the Ohio Chamber of Commerce in March 1982, and over 20,000 copies are now in circulation throughout Ohio's business and industrial community.

In addition, staff of the Board of Regents held an orientation session for institutional liaison officers early in 1982 to inform them about existing statewide networks and about their new or expanded roles. A follow-up session was then scheduled for November. By then, it was evident that companies were more often requesting assistance with personnel training, testing, and evaluation than any of the other four services advertised in the resource network booklet.

A preliminary assessment of these developmental activities of Phase Two indicates that several factors made it possible for the Board of Regents through the ECS/Ohio project to strengthen work-education relationships in the state:

- First, the timing was good, with the economic, political, and educational climate conducive to change. Representatives from colleges, companies, and governmental agencies perceived a need to work more closely together and to collaborate on projects of mutual interest, while college and university leaders wanted to improve the quality of programs but needed to limit program activities to avoid spreading resources too thin.

- Second, the continuing education newsletter, the resource network booklet, and wide distribution of project reports increased educators' and employers' awareness of issues, concerns, and strategies used in the linkage process.

- Third, the involvement of key individuals from all sectors strengthened their interest in and commitment to cooperative work-education relations.

Among the changes that are observable as a result of this phase of the project are (1) better institutional planning and utilization of limited resources through interinstitutional and interorganizational consortia; (2) increased emphasis by colleges and universities on skill and professional development through noncredit instruction; and (3) greater collaboration, cooperation, and coordination of all continuing education activities in Ohio through structural innovations aimed at formulating and implementing local, regional, and state policy to revitalize Ohio's economy.

IMPLEMENTATION PHASE: EVALUATING PROGRESS AND ESTABLISHING POLICY

The third and final phase of Ohio's ECS project brought to a policy focus the activities of the exploration and development phases by evaluating the impact of these activities on statewide policy on lifelong learning. This policy formulation and implementation process is continuing beyond the life of the project, but three third-phase activities illustrate its direction.

Task Forces on Continuing Education

The Board of Regents has worked closely with continuing education administrators on two task forces which may have major policy implications in the future:

- A Task Force on Quality Standards is currently studying the issue of quality in noncredit continuing education programs and by October 1983 will make recommendations regarding statewide standards and procedures for their implementation. This task force includes college and university continuing education administrators, college and university academic affairs officers, students, and human resource development personnel in business and industry.

- A second task force has considered whether Ohio should organize its continuing education professionals into one statewide group rather than retain the two separate associations of two-year and four-year institutions that now exist. It has recommended the structure and functions of a statewide continuing education organization that combines two-year and four-year public and private colleges and universities.

Several outcomes are anticipated as a result of these two task forces: (1) Greater credibility for continuing education will be gained at the institutional, community, and state levels when continuing education professionals demonstrate their concern for excellence through the implementation of measurable standards of quality; (2) more groups concerned with education and training, including consumer groups, will participate in policy-making regarding continuing education; and (3) strength in unity will prevail when continuing education policies reach the implementation stage.

Master Planning for Higher Education

Every five years, the Regents' Master Plan for Higher Education sets the course for Ohio higher education for the next half decade. The master plan seeks to state objectives for higher educaiton and to examine higher education's past performance as well as prospects for meeting these goals in the coming years. In its most recent master plan, the Board placed particular emphasis on the development of a new "social compact" between higher education and the larger society to "promote advancement of the quality of life in Ohio."

Underlying this social compact is the identification of areas in which the state's needs and higher education's strengths in instruction, research, and service intersect. To that end, the master plan has been developed four broad issues: (1) access to higher education; (2) cost effectiveness of the higher education system; (3) quality of programs; and (4) cooperation with other organizations toward the improvement of Ohio's economy.

A major thrust of the new social compact is the relationship between institutions of work and education. In it, the Board stresses that the development of instructional linkages with business, industry, and government "seem most clearly areas for local or regional solutions," and reinforces the importance of collaboration and cooperation at the local and regional level between the providers and users of eduational services.

Another planning document with policy implications for continuing education is a revised "memorandum of understanding" between the Chancellor of the Board of Regents and the State Superintendent of Public Instruction that focuses particularly on issues of adult and vocational education.

Ohio Business, Education, and Government Alliance

The 114th General Assembly mandated that the Board of Regents study and make recommendations regarding an extension service for business, industry, and social services. In response to that mandate, the Board has proposed creation of the Ohio Business, Education, and Government Alliance by the General Assembly. Ohio's participation in the ECS Lifelong Learning Project, coupled with the Board's existing projects in the area of research and technology transfer, provided the conceptual base for this proposed alliance. In addition, many of the individuals in state agencies and business and industrial associations who participated in project activities were asked to critique the proposal for the alliance before the Board submitted it to the legislature.

As proposed, the alliance will be a state-level coordinating mechanism for education, business/industry, and government collaboration to improve Ohio's economy. A Coordinating Council, to include representatives from education, business/industry, government agencies, the General Assembly, and the Board of Regents, will appoint and monitor the activities of three separate operating councils that will represent the three missions of colleges and universities: (1) the Ohio Council for Education and and Training, representing instruction; (2) the Ohio Council for Research and Development covering research; and (3) the Ohio Council for Technology/Knowledge Transfer, addressing public service. The Coordinating Council will be responsible for: (1) developing a base-line characterization of Ohio's economy; (2) identifying major themes of economic regeneration; (3) recommending roles for private sector corporations and organizations, government, and colleges and universities; and (4) advising the Board of Regents on coordinating the work of the three operating councils.

The three councils, whose membership will represent education, business and industry, and government, will each have specific functions related to assessment, coordination, and support of linkage activities. The Board of Regents will staff the alliance by the addition of a Vice Chancellor for

Business and Government Services and coordinators for each of the three councils.

SUMMARY

Ohio's participation in the ECS Lifelong Learning Project made is possible for the Board of Regents to focus more directly on expanding relationships between higher education and other sectors of society, particularly business, industry, and government. It allowed the state's postsecondary institutions to build new instructional and public service links with employers which strengthened and complemented their activities already under way in the areas of research and technology transfer. It provided a forum for Ohio educators and employers to share and discuss information on activities in other states regarding lifelong learning and to adapt models developed in other states for use in Ohio. It also made possible Ohio's sharing of its experience more widely. Through the ECS network, three higher education commissions in other states adapted Ohio's survey of employer-sponsored instruction to their needs, and three others expressed interest in replicating Ohio's noncredit survey. Administrators at the Board of Regents have been asked to make presentations on work-education relationships at eight state and local conferences and four national conferences. In addition, over 100 requests for publications generated from the ECS Ohio project were received as a direct result of publicity in the July 1982 issue of ECS Lifelong Learning Project Highlights.

In conclusion, by adopting an approach to the project which included concurrent strategies for need assessments and action-oriented activities, by involving representatives from all sectors early in the planning process, by keeping them informed of activities and providing opportunities for them to make suggestions and share their perspectives, and by developing communication strategies that permitted project activities and research findings to be widely shared, the Board of Regents was able to explore issues, develop strategies and structures, and draft policy which will enhance the lifelong learning opportunities of Ohio's adult citizens and, in turn, strengthen the state's economy.

PROJECT PUBLICATIONS

The following publications stemming from the ECS/Ohio Lifelong Learning Project are available while supplies last from the Ohio Board of Regents, 3600 State Office Tower, 30 East Broad Street, Columbus, Ohio 43215:

Ohio Board of Regents. "Employer-Sponsored Instruction: Focus on Ohio Business and Industry," February 1982.

--. "Linkage Activities: Summary Report," February 1982.

--. "Ohio Resource Network: Mobilizing Colleges and Universities to Benefit Business and Industry," March 1982.

--. "A Report on Noncredit Continuing Education Activities in Ohio, 1980-81,"
October 1981.

--. "A Report on Noncredit Continuing Education Activities in Ohio, 1981-82,"
October 1982.

--. "Strengthening Postsecondary Work-Education Relationships in Ohio," presentation at the National Association of Industry-Education Cooperation Business/Industry Showcase Conference, Columbus, Ohio, May 19-20, 1982.

Ohio Continuing Education (newsletter for continuing education administrators in Ohio)

RELATED PUBLICATIONS

Moore, Ann H., Settle, Theodore J,; and Skinner; Patricia A. "Strengthening College/Company Cooperation: An Ohio Perspective." Paper presented to the Region VI Conference of the National University Continuing Education Association, Las Vegas, Nevada, October 10-13, 1982.

Ohio Board of Regents, "Master Plan for Higher Education: Opportunity in a Time of Change," September 1982.

--. "A Proposal to Establish the Ohio Business, Education and Government Alliance," September 1982.